

URBAN/MUNICIPAL

CA3 ON HW H33

A35  
1993

AGENDAS / MINUTES OF  
HAMILTON - WENTWORTH  
SCHOOL NOURISHMENT  
TASK FORCE

APRIL 16, 1993







CA3 ON HW H33  
- A35

1993 **REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL NOURISHMENT TASK FORCE**

**A G E N D A**

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APR - 1993

GOVERNMENT DOCUMENT

**DATE:** Friday, April 16, 1993  
**TIME:** 9:00 o'clock a.m.  
**PLACE:** Room 233, Hamilton City Hall

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1. **WELCOME AND INTRODUCTIONS**
  2. **APPROVAL OF MINUTES OF THE MARCH 5, 1993 MEETING OF THE TASK FORCE**
  3. **PRESENTATION BY GUEST SPEAKER - Brother Richard McPhee, Good Shepherd Centre**
  4. **PROGRAM DESIGN - MODELS**
  5. **FUNDING SOURCES**
  6. **DEVELOPMENT OF WORK PLAN**
  7. **FOR THE INFORMATION OF THE COMMITTEE**
    - a) **Reporting on Child Poverty: the efforts of Campaign 2000**
    - b) **The Economic Circumstances of Ontario's Families and Children**
    - c) **Chapter Two: A Disturbing Reality: One in Six Canadian Children Live in Poverty**
    - d) **Meeting Schedule to be reviewed**

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Hamilton, Ontario  
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2.

**MINUTES OF THE  
REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL NOURISHMENT TASK FORCE**

The School Nourishment Task Force met on Friday, March 12, 1993 at 9:00 a.m., Room 233, Hamilton City Hall.

**Present:** Chairman (Councillor) D. Agostino  
Tom Atterton, Judith Bishop, Lynne Dabols, Jack Duncan, Janet Hutton, Donna Knight, Kathy McInnes, Joanne Santucci, Carolyn Sparling, Jim Stirling, Filomena Tassi

**Absent with Regrets:** Don Cornish, Debra Lawson, Mike Pennock, Jim Sykes

**Also Present:** Mmes. A. Scott, T. Hansen, A.L. Heron, T. Johnston, L. Sohal

**1. WELCOME AND INTRODUCTIONS**

Councillor D. Agostino provided the members of the Committee with an opportunity to introduce themselves and give everyone with a brief overview of their involvement in the child nutrition field.

**2. APPOINTMENT OF CHAIRMAN AND CO-CHAIRMAN**

Nominations were called for the Chairman of the School Nourishment Task Force.

F. Tassi nominated Councillor D. Agostino as the Chairman of the School Nourishment Task Force.

There being no other nominations, they were declared closed.

**(Tassi/McInnes)**

That Councillor D. Agostino be declared the Chairman of the School Nourishment Task Force. **CARRIED.**

Councillor D. Agostino was declared **Chairman** of the School Nourishment Task Force.

Nominations were called for the Co-Chairman of the School Nourishment Task Force.



J. Santucci volunteered to take the role of Co-Chairman of the School Nourishment Task Force.

There being no other nominations, they were declared closed.

(Tassi/McInnes)

That J. Santucci be declared the Co-Chairman of the School Nourishment Task Force. **CARRIED.**

J. Santucci was declared Co-Chairman of the School Nourishment Task Force.

**3. TERMS OF REFERENCE/MANDATE OF TASK FORCE**

Staff reviewed the Terms of Reference and the Mandate for the School Nourishment Task Force and entertained questions from the Members of the Committee.

**4. BACKGROUND TO THE DEVELOPMENT OF THE TASK FORCE**

Staff outlined a brief history respecting the Development of the School Nourishment Task Force.

**5. ROUND TABLE DISCUSSION ON FEEDING CHILDREN**

Round Table Discussion took place by all members of the Committee respecting feeding children. The following points were made:

Areas of Concern:

- a) lack of public awareness of the importance of nutrition for children
- b) ignorance of nutrition in general
- c) possibility of parents focusing their concerns more on the actual feeding program as opposed to the nutrition program
- d) kids needing support to eat nutritious food from adults
- e) affluence has little to do with what a child eats
- f) children going to school hungry being a symptom or indication of larger problems at home



Things to Accomplish:

- a) involvement and ownership of the needs of the hungry children within community is necessary
- b) awareness of nutrition and healthy eating habits
- c) publicizing local players that are already involved
- d) coherent policy to encourage healthy food and nutritional procedures
- e) education and training for teachers, parents and children
- f) kids come first, address this concern first, then identify the other problems and concerns that may arise

Funding:

- a) economic and financial restraints in the community due to the on-going status of the economy
- b) funding resources will have to be included in the initiatives of the Task Force
- c) Identification of Funding: funding can be an excellent role for businesses, industries and labour representatives to play (They may have different levels of liaison with the Provincial Government)
- d) fundraising can be very positive and a good incentive, once the public is aware of the problems surrounding the issue and clearly understanding the need
- e) try to look for community based organizations to provide funding
- f) practices and procedures for fundraising
- g) social assistance review

Possible Solutions:

- a) offering cooking classes for children teaching one how to cook nutritionally or on a budget
- b) what kind of message are we getting to the public - how will parents perceive it
- c) cheaper to eat healthy - eating junk food can get expensive
- d) gardeners have surplus products, however, no set procedure on distribution to food banks - something to look into
- e) establishing a non-member list of interested parties

Precautions:

- a) don't want to advertise to entire school and centralize or focus in on kids that fall under this category
- b) try to diminish stereotyping in elementary school by awareness of children themselves
- c) don't want the logistics to become roadblocks
- d) must do our homework and assessment first



Time Constraints:

- a) 18 month commitment - expires with term of Regional Council
- b) Term includes implementation and follow-up process once recommendations are adopted by Health and Social Services and Regional Council
- c) Current mandate is a heavy one - it would be an excellent accomplishment for the Task Force to complete everything within 18 month term

Information needed:

- a) must consider wishes of parents, don't want to step on anybody's toes, HOWEVER, we do have a role to play - accessibility to food and education process
- b) teachers can take offence and respond with opposition due to misunderstanding of outside involvement
- c) look into all of the important factors: type of children, family income levels, education levels, relying on income maintenance
- d) changes in social services are needed, therefore changes in the type of children that are falling under this category.

Discussion took place respecting the types of Home Economics and Nutrition courses available in the current educational curriculum. J. Bishop advised that these types of courses are an integrated part of the educational curriculum even at the primary grades. The level of nutrition concentration is a guideline set by the various Boards of Education. It was decided that the representatives of the School Boards would bring back the guidelines for their particular Boards for the information of the Committee at the next meeting.

## 6. NEXT STEPS

Staff advised the members of the Task Force that a very important first step would be to define a "School Nourishment Program".

It was decided that a School Nourishment Program can be a wide range of items and to remain consistent it is necessary to endorse a definition. The following definition was presented to the Task Force:

"Foods available from one of the four food groups on a regular basis"



The following ideas were discussed and it was decided that it is important to research these issues further:

- a) the magnitude of the problem, where it is situated, how many children are involved
- b) what information needs does everyone have and require
- c) potential providers appearing before Task Force as a delegation
- d) organizations currently involved with providing food to school programs
- e) list of questions for food feeding programs
- f) rough sketch "assessing needs" from various schools in the area

It was suggested that all Task Force members that may be in touch with school affiliated personnel pursue contacts with these people and determine how to get this information from the various schools. What is currently being done?

Staff advised that an information package will be circulated to all members of the Task Force respecting the pilot project that took place in Toronto. This document can be utilized as an on-going reference and background material for the Task Force.

#### **New Business #1**

**(Knight/Santucci)**

That the name for the School Nourishment Task Force be amended to "School Child Nourishment Task Force".

**CARRIED.**

#### **7. FOR THE INFORMATION OF THE TASK FORCE**

**(Santucci/Knight)**

That the following items be received:

- a) **Membership List**
- b) **Meeting Schedule for the Year**

**CARRIED.**

#### **8. ADJOURNMENT**

On motion (Duncan/Atterton) the Task Force adjourned at 10:55 a.m.

**CARRIED.**







7a)

# Reporting on child poverty: the efforts of Campaign 2000

by David S. Hubka

"One in six children in Canada live in poverty" or "more than one million children fall below the poverty line." Most of us have heard the latest figures. But these shocking facts do not tell us the whole story. Many serious questions about child poverty

## Rapport sur la pauvreté des enfants: Campagne 2000

Le Canada est l'un des pays industrialisés les plus riches. Il a aussi l'un des pires taux de pauvreté infantile et familiale. De plus, le nombre d'enfants canadiens vivant sous le seuil de la pauvreté (un million!) est en train d'augmenter, en partie à cause de la récession et des politiques gouvernementales qui ont entraîné une réduction des revenus des familles pauvres et de la classe moyenne parallèlement à une hausse des revenus pour les riches. A cette allure, il sera impossible de réaliser la résolution tripartite adoptée par la Chambre des communes le 24 novembre 1989 «d'éliminer la pauvreté chez les enfants au Canada d'ici l'an 2000». Campagne 2000 est un projet national d'éducation et d'action sociale sans orientation politique, qui établira un rapport annuel sur la situation des familles et des enfants pauvres au Canada et sur ce qui est fait par les gouvernements pour leur venir en aide. Il faut une création plus efficace d'emplois, des services de garderie subventionnés pour permettre aux parents vivant sur le bien-être social de réintégrer le marché du travail et une stratégie gouvernementale visant à réduire l'écart des revenus.



Effective government action is needed to combat child poverty.

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remain. What are the lives of poor children really like? What keeps them in poverty? Is the problem getting worse? And perhaps the most important question — what are governments doing about it?

Although politicians and bureaucrats make policy pronouncements recognizing the present conditions and future consequences of child

poverty, and appear to place it high on the public agenda, effective action is lacking. For example, the Brighter Futures children's initiative announced by Health and Welfare in May creates the public perception that child poverty is being directly addressed by government. This initiative provides \$500 million over five years to children who are at risk



because of poverty, ill-health, unhealthy living conditions, neglect or abuse, but — and think about it — less than one hundred dollars per year for every child at risk is not much of a solution.

Within this context, Campaign 2000 emerged. The main thrust of this national, non-partisan public education and advocacy project is to do all it can to promote the House of Commons resolution of November 24, 1989 "to seek to achieve the goal of eliminating child poverty in Canada by the year 2000." Campaign 2000 has begun to collect and report social and economic indicators to shed light on two

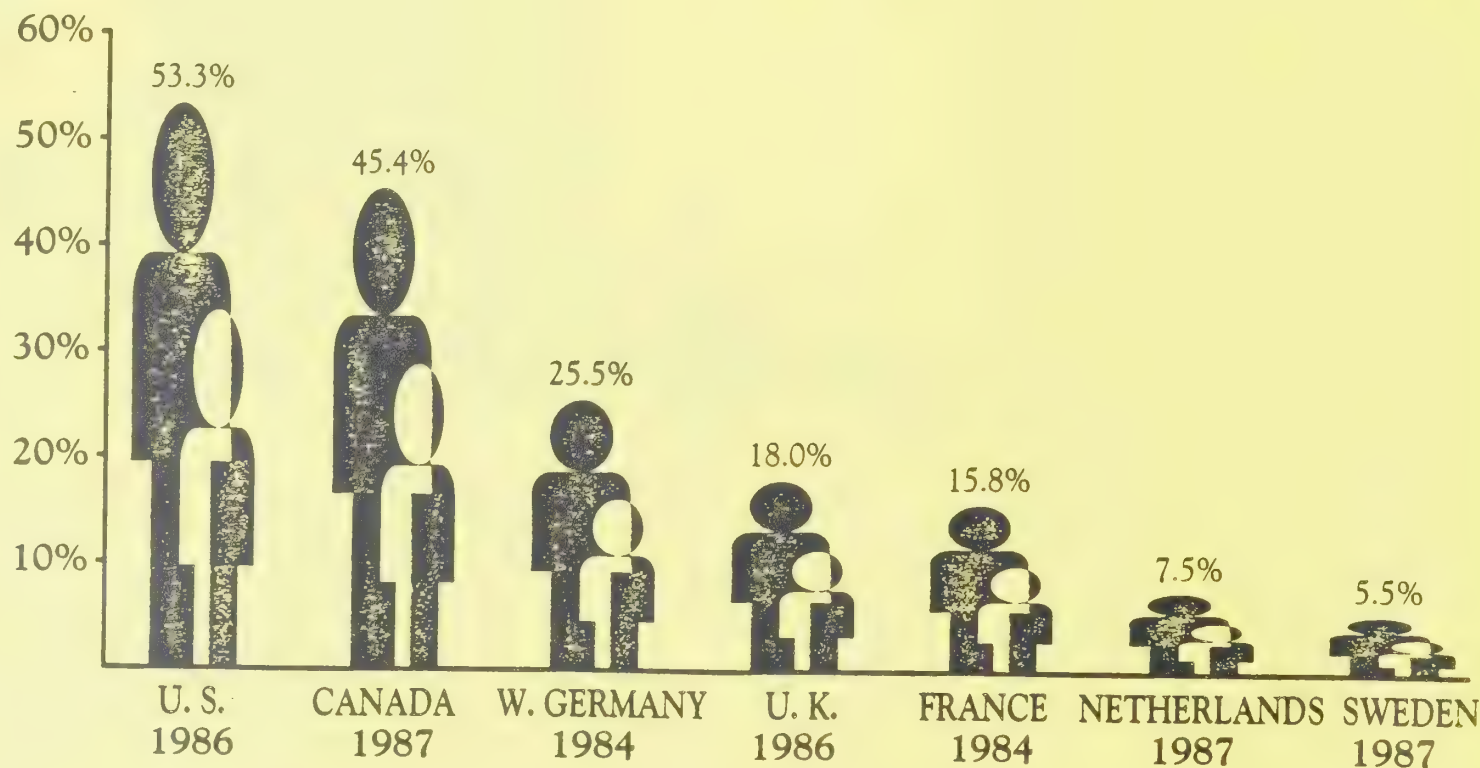
key issues: the state of poor children and families in Canada, and the performance of government in assisting them. Indicators, in simplest terms, are the numbers that show the dimensions of human conditions and the changes in these conditions over time. Campaign 2000 will use them to monitor populations, assess government action and public programs, advocate changes in public policies, and develop comparative national benchmarks.

These indicators are presented each year in a "report card" format, which focusses public attention on progress (or the lack of it) on the anniversary of the resolution to eliminate child poverty.

It also serves as a focal point for national and local education activities by groups committed to working on the issue. Two types of reports are provided: a high-impact flyer that summarizes the indicators and a more detailed report that gives background on indicators and sources. The indicators collected reflect a broad range of topics relating to child poverty: poverty rates and income distribution, health, food, housing, employment, education, child care, income support measures, and tax and benefit policy. These indicators will be updated and reported annually to remind Canadians of the desperate conditions of poor children.

## INTERNATIONAL SINGLE-PARENT POVERTY RATES

(Source: Calculations provided by the Centre for International Statistics, using Luxembourg Income Study microdata file)



Poverty rates among single-parent households, as well as other household types, in Canada are high when compared to other industrialized countries.



## How bad is it?

The current situation of child poverty in Canada is intolerable. During the past several years, the number of children living in poverty has been about one million, and it appears to be increasing. While the poorest Canadian families (and middle-income families) have suffered a decline in their share of total income during the past decade, the richest have increased their share. Even though Canada is one of the richest industrialized nations in the world, it has one of the worst poverty rates for children and families.

Canadian children in poverty live

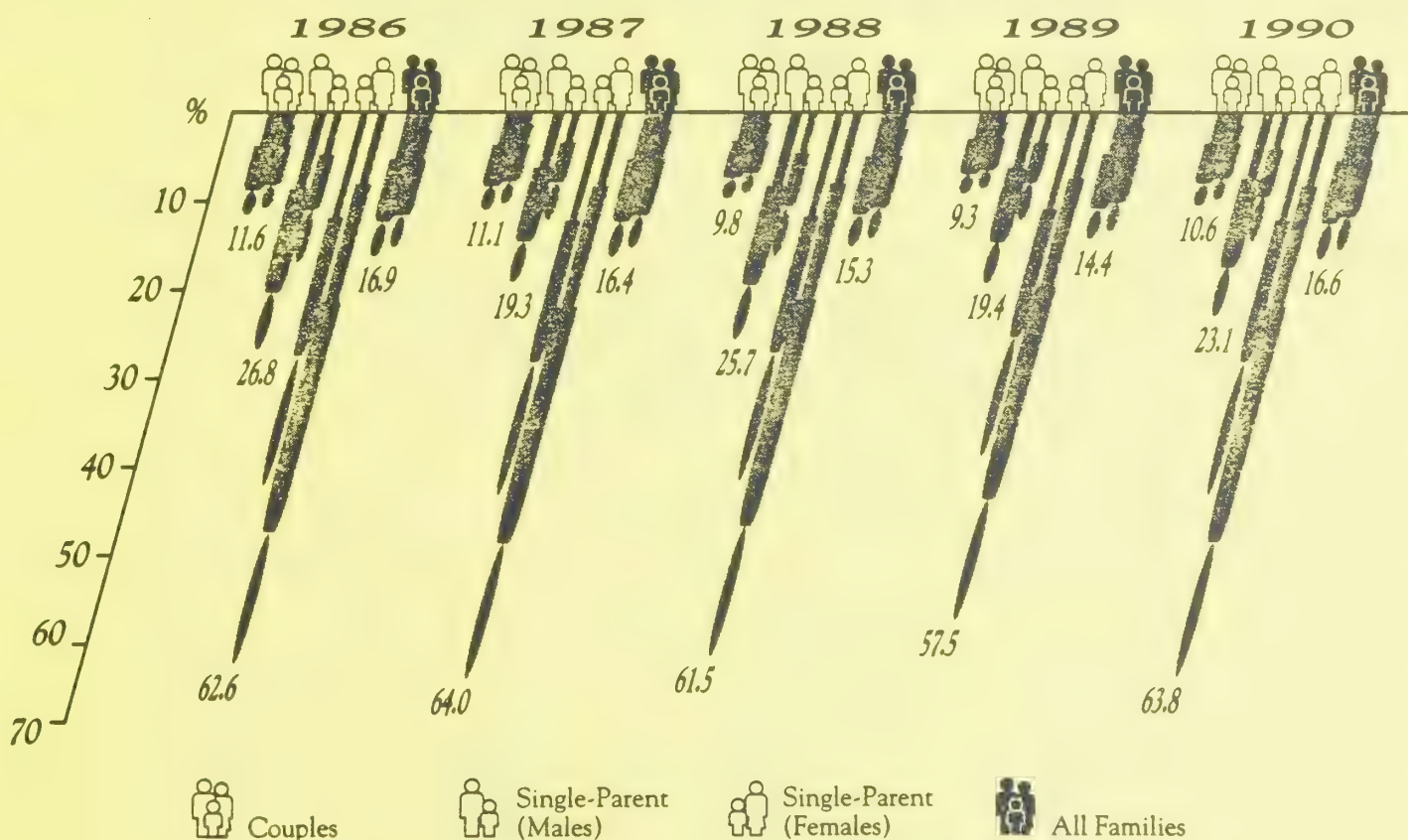


seriously disadvantaged lives. More often than not, they live in poor housing and are members of families with a high likelihood of unemployment and often limited access to child care (due to the high expense). Poor children can expect to live shorter lives, suffer more illness, require an increasing amount of emergency food assistance, and be more likely to drop out of school. There is little indication that these conditions will improve in the near future.

How are Canadian governments responding to this unacceptable situation? While small gains in social assistance rates in some provinces have

## PERCENTAGE OF CHILDREN LIVING IN POVERTY, BY FAMILY TYPE, CANADA

(Source: Calculations provided by the Centre for International Statistics, using Statistics Canada's Survey of Consumer Finance microdata file)

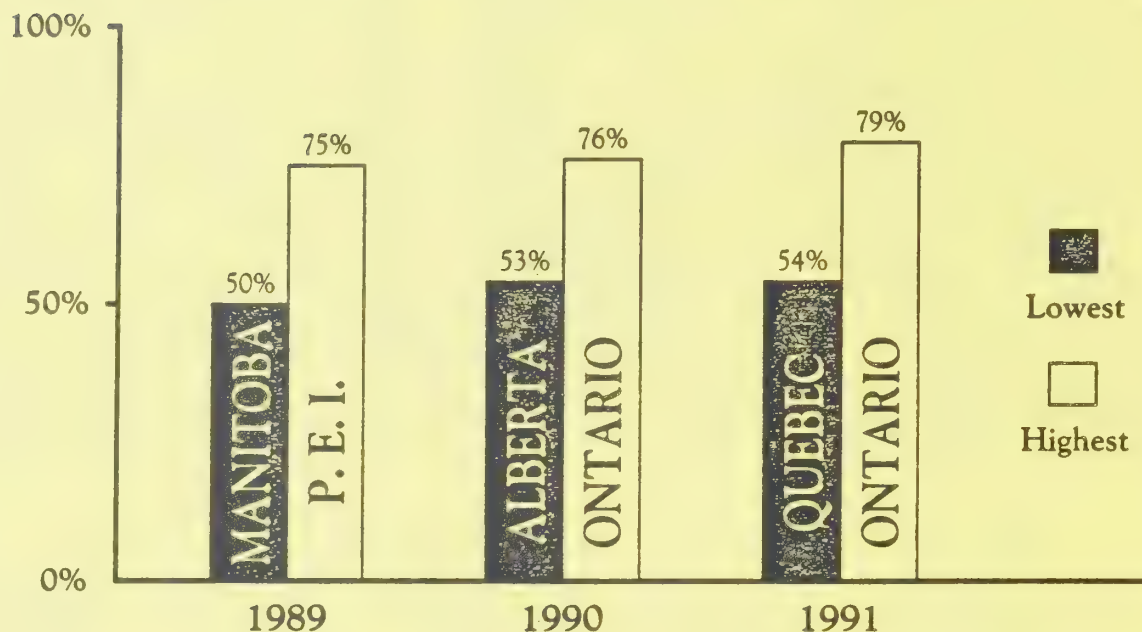


Child poverty rates are substantially higher among female single-parent families in Canada, more than three times greater than for all family types. It is useful to compare this rate to other industrialized countries.



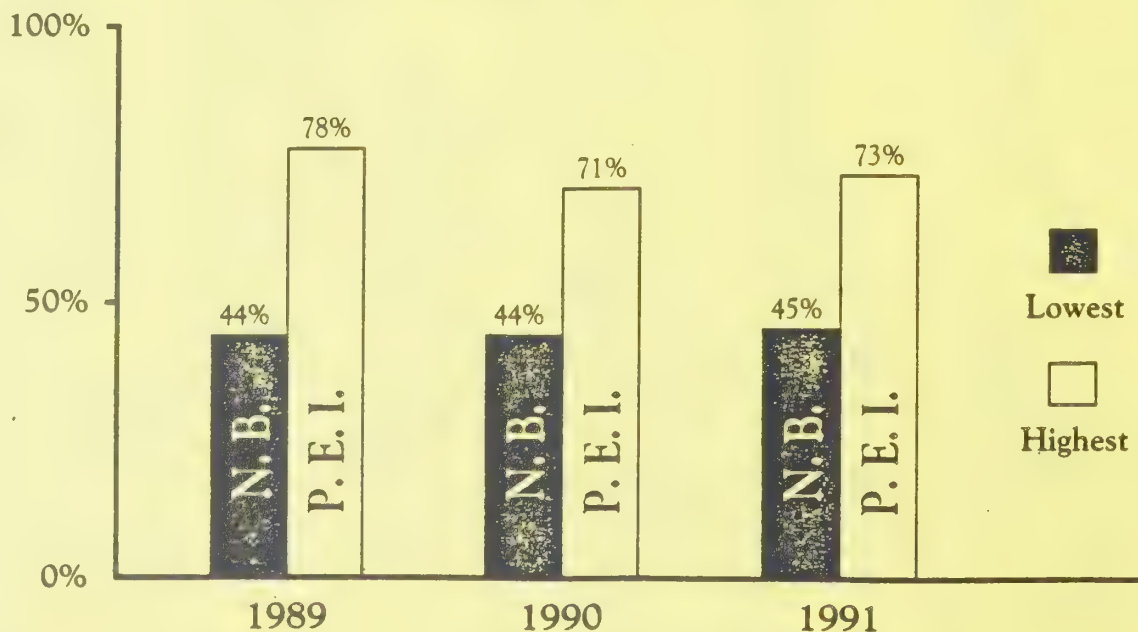
**HIGHEST AND LOWEST PROVINCIAL SOCIAL ASSISTANCE INCOMES  
AS A PERCENTAGE OF THE POVERTY LINE:  
SINGLE-PARENT FAMILIES WITH ONE CHILD**

(Source: National Council of Welfare, *Welfare Incomes*, 1989, 1990, 1991)



**HIGHEST AND LOWEST PROVINCIAL SOCIAL ASSISTANCE INCOMES  
AS A PERCENTAGE OF THE POVERTY LINE:  
TWO-PARENT FAMILIES WITH TWO CHILDREN**

(Source: National Council of Welfare, *Welfare Incomes*, 1989, 1990, 1991)







*Subsidized child care is a step toward reducing the gap between the rich and poor.*

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helped in the past few years, too many families are still far below the poverty line and the number of children living in families on social assistance is rising rapidly. The most recent federal budget provides no substantial gains in child benefits, and will force poor families and children further below the poverty line by the year 2000. The failure of the federal government to follow through with its commitment to a national child care strategy is just another strong indication that the conditions of Canada's impoverished families and children will not improve in the coming years.

In 1989 the child poverty rate was 14.5 per cent. In 1990 the rate had jumped to 16.9 per cent. Given that 1991 and 1992 have been recession years, it can be assumed that the rate is now even higher. Policy measures to remove child poverty, as indicated by child care programs, employment, child benefit policy, minimum wage and social assistance adequacy, do not

indicate a movement toward eliminating child poverty by the year 2000.

The recent renewed interest in child poverty, indicated by reports of both the House of Commons and the Senate, as well as by the coalition of many national groups around Campaign 2000, is good reason for a small measure of optimism. As the National Council of Welfare argues, however, it is up to the federal government to take a leadership role in establishing and carrying through effective strategies to combat child poverty.

The first step in such a strategy clearly should be in the area of policy reform, particularly with respect to child care, labour market strategies, income security, education and housing. Strategies to end child poverty must identify the social and humanitarian benefits, as well as the substantial economic returns. As families are removed from conditions of poverty, tax revenues will increase, and the need for such things as income secu-

rity benefits and subsidized child care will decrease. Given that adequate and stable employment income is an effective cure for poverty, government policies should be directed at reducing the polarization of low and high incomes, and at improving employment creation in Canada. Subsidized child care is an effective means of assisting welfare recipients in making a permanent transition to adequate employment incomes. All these are highly appropriate directions for government action in the post-referendum nation.

### **Lack of data**

Given time and resource constraints in developing indicators for the 1992 Report Card, Campaign 2000 found it necessary to rely exclusively on those that were readily available from various established sources. Though some useful sources were found (Statistics Canada's Survey of Consumer Finance, for example, and the international



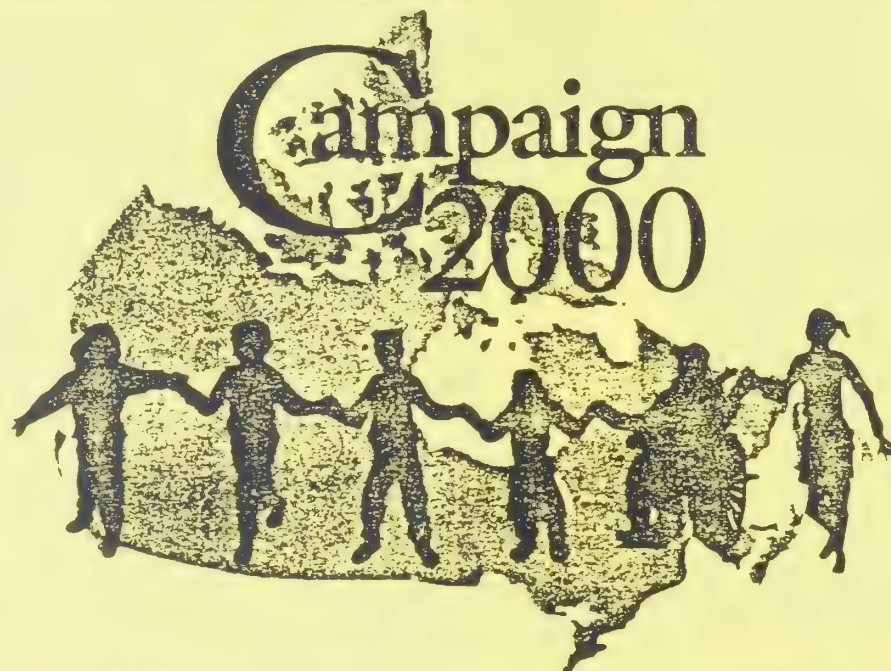
Luxembourg Income Study), there was a serious lack of data regarding health, nutrition and child care.

Two criteria for indicators was that they be national and available on an annual basis. In practice, this was not entirely possible. The years covered by the indicators actually varies considerably. Some sources provide figures only up to 1990, others only for 1971 and 1986 (for health data, for example), and others only for a single year. These latter sources were included in the expectation that more annual figures will be available for future reports.

It is also believed that more promising sources will improve the information content of future annual reports. For example, the Canadian Mortality Database at the Canadian Centre for Health Information may give better information on the health of Canada's poor children. Promising, too, are reports on the 1988 Canadian National Child Care Study, which are just now becoming available. The Centre for International Statistics on Economic and Social Welfare for Families and Children at the Canadian Council on Social Development will be conducting research with this child care data base and will facilitate access by various community groups.

*David S. Hubka is a research associate with the Centre for International Statistics on Economic and Social Welfare for Families and Children, at the Canadian Council on Social Development.*

*To obtain a copy of the Campaign 2000 child poverty indicator report, send your request, plus \$5, to: CCSD Publications, 55 Parkdale Avenue, Box 3505, Station C, Ottawa, ON K1Y 4G1. For more information about Campaign 2000, contact: Rosemarie Popham, Child Poverty Action Group, c/o Family Service Association of Metro Toronto, 22 Wellesley Street East, Toronto, ON M4Y 1G3. Tel: (416) 922-3126. Fax: (416) 922-9235.*



## About Campaign 2000

Campaign 2000 is a national, non-partisan movement to build Canadian awareness and support for the 1989 all-party House of Commons resolution to end child poverty in Canada by the year 2000. It is dedicated to keeping child and family poverty high on the public agenda, to holding governments accountable and to developing policy alternatives.

The Campaign has eleven national partners: Canadian Association of Food Banks, Canadian Council on Social Development, Canadian Day Care Advocacy Association, Canadian Housing and Renewal Association, Canadian Mental Health Association, Canadian Seniors for Social Responsibility, Canadian Teachers' Federation, Child Poverty Action Group, Child Welfare League of America/Canada, Family Service Canada, and YWCA of Canada. There is also a cross-Canada network of twenty community partners, coordinated by the Social Planning

Council of Metropolitan Toronto. Many other organizations, agencies and grass-roots groups support the Campaign.

The goals of Campaign 2000 are:

- 1) To raise and protect the basic living standards of families in all regions of the country, so that no Canadian child must ever live in poverty.
- 2) To improve the life chances of all children in Canada so they can fulfil their potential and nurture their talent, and become responsible and contributing members of Canadian society.
- 3) To ensure the availability of secure, adequate, affordable and suitable housing as an inherent right of all children in Canada.
- 4) To create, build and strengthen family supports and community-based resources so that families can provide the best possible care for their children.



7b)

from  
The State of the Child in Ontario

CHAPTER TWO

The Child, Youth and Family Policy  
Research Centre

Oxford U. Press, Toronto: 1991

# The Economic Circumstances of Ontario's Families and Children

## Highlights

- Average income among families with children in Ontario was \$48,799 in 1987; an increase in real terms of 11% over 1979, and 20% since 1973.
- Since 1973, increases in the median incomes of the upper half of the income distribution were above 20%, in real terms. In the bottom half of the distribution, increases averaged approximately 14%.
- In 1973, the median income in the top decile was 7.3 times the median in the bottom decile. By 1987 this ratio had increased to 7.9.
- Families received approximately 83% of their income in 1987 from employment, a decrease from over 88% in 1973. Couples with children received almost 92% of their family income in 1987 from employment, a decrease from over 94% in 1973.
- Ontario female-led lone-parent families' share of income from earnings increased over the period from 64% in 1973 to 70% in 1987.
- The proportion of families with children in Ontario officially classified as 'poor' grew from 10.8% of the total in 1973 to 11.5% in 1987. The proportion in the 'Mainstream' fell from 70.8% in 1973 to 66.7% in 1987. The number of 'Advantaged' and 'Affluent' increased from 18.4% to 21.9% of the total.
- Although 11.5% of families with children were poor, another 4.9% who fell between the poverty line and a line 25% above it were considered 'Vulnerable.'
- Nearly 53% of poor families with children in Ontario were couple families. Nearly 39% were female-led lone parent families. Nearly 57% of poor children were in couple families. Approximately 37% were in female-led lone parent families.
- The incidence, or risk, of poverty among families where the head was between 15 and 24 years of age increased from 20.7% in 1973 to 39.3% in 1987. Among families with children headed by a person aged 25 to 34, the incidence increased from 12.4% to 15.3%.
- The incidence of child poverty among female-led lone parent families in 1987 was 43%, down from nearly 57% in 1973.
- The incidence of child poverty in families headed by a person aged 15 to 24 increased from 23.6% in 1973 to 41.3% in 1987. Among families headed by a person aged 24 to 34, the incidence increased from 14.7% to 16.9%.
- Despite an increase in labour force effort on the part of families with children, the overall rate of family and child poverty remained fundamentally unchanged. Without that increase, child and family poverty would have increased dramatically.
- The average poverty gap (the gap between a family's income and the poverty line) among poor families in Ontario with children was \$6,910 in 1987.
- The real value (after inflation) of family allowance payments has declined by over 40% since the mid-1970s. The 'clawback' of family allowance benefits introduced in the Federal Budget of April 1989 suggests that benefits will continue to increase at less than the rate of inflation and become increasingly narrowly targeted, thus destroying its universality.
- The Child Tax Credit provides, on average, less than 1% of family income in Ontario. Among families in the lowest income decile it constitutes nearly 7% of family income. Although the real value of the credit has increased since its introduction, the income level above which the credit is reduced has fallen by approximately 36% since 1979.



## Introduction

The purpose of this chapter is to examine the economic circumstances of Ontario's families and children, the level of family income, trends in the incidence of poverty, and the changing roles both of the labour market and of state income security programs.

Such an examination is critical to understanding Ontario's families and children, the opportunities they are provided, and the constraints they face. Children's health, educational achievement, and life outcomes are all closely related to the economic circumstances of the families in which they reside. Wealth and poverty are closely related to all dimensions of a child's life: health, hunger, neighbourhoods, education, and life opportunities. As the following quotations illustrate, poverty is associated with low birth-weight, higher infant mortality, generally poorer health, hunger and inattentiveness at school, and lower educational achievement:<sup>1</sup>

poverty . . . brings in its wake all the obstacles to health . . . . It is the poor above all others, who live in dangerous environments, who lack the necessities and amenities, whose work, if they have any, is stressful and unfulfilling, and who are isolated from sources of information and encouragement. On top of all this, poverty is intrinsically debasing and alienating (Buck, 1985).

The health risks associated with poverty are even more critical for poor children. They are more likely to be born prematurely, have low birth weight and suffer from malnutrition. These risks are associated with impaired physical and intellectual development and increased susceptibility to infectious diseases . . . compared to their non-welfare peers, welfare children are more likely to experience psychiatric disorders, poor school performance, chronic health problems and low participation in extra curricular activities (Harding, 1987).

In general, children have no resources of their own. Their economic status is determined entirely by that of the households in which they live, and the direct and indirect supports offered to families by the state; direct income support to families with children in the form of income security programs such as the Family Allowance and the Child Tax Credit, and indirect supports through state subsidized health care and public education.

An examination of family economic circumstances invari-

ably focuses on income; invariably, also, categorization of some families as 'poor' or 'affluent' involves inferences about family well-being. Such judgements ought to be made with caution; it is sometimes difficult to form conclusions about need solely on the basis of income.<sup>2</sup> Moreover, focusing on income ignores the resources that may be available to families through wealth holdings. There is a lack of appropriate data for investigating this issue, and no agreement on either the significance of this omission or an appropriate method of correcting for it.

Data for this chapter, unless otherwise noted, come from special tabulations from Statistics Canada's Survey of Consumer Finances, which is an annual survey of approximately 40,000 Canadian households on the amount and sources of income in Canada.<sup>3</sup> For Ontario in 1987 this sample size provided approximately 8,000 households. Although for most of the analysis this is a sufficient number of cases to allow reliable estimates and conclusions, for certain small categories—for example, lone parent males—the sample is too small to allow reliable conclusions to be drawn, and so they have not been analysed. Where such data have been presented, this is largely for the purpose of completeness.

In this chapter a child is defined as under 18 years of age and living in an *economic* family: that is, a group of individuals sharing a common dwelling unit and related by blood, marriage, or adoption. This category is further subdivided into Husband-Wife Families, Lone Parent Families, and 'Other'. The category 'Other' includes extended families with relatives beyond the standard Census or nuclear family.

The years chosen for comparison are 1973, 1979, and 1987: 1973, because it was the first year Statistics Canada presented low-income data based on its revised low-income measure; 1979, because of the apparent significance of economic developments between the 1970s and 1980s, and 1987 because it was the most recent year for which data were available.

## I Incomes

### Average Incomes of Families with Children

The average income among families with children in Ontario in 1987 was \$48,799: an increase of 20%, in real terms, since 1973 (Table 2.1). Among couples with children the average income increased 21%, from \$43,080 to \$52,110.



**Table 2.1**  
Average income by family type, Ontario and Canada, 1973 and 1987

Family type	Average income 1973 (1987 \$)		Average income 1979 (1987 \$)		Average income 1987 (1987 \$)		% increase 1973-79		% increase 1979-87	
	Ontario	Canada	Ontario	Canada	Ontario	Canada	Ontario	Canada	Ontario	Canada
All families with children	\$40,792	\$37,532	\$43,971	\$42,152	\$48,799	\$44,618	7.8%	12.3%	11.0%	5.9%
Couples with children	\$43,080	\$39,494	\$47,070	\$45,060	\$52,110	\$48,082	9.3%	14.1%	10.7%	6.7%
Female lone parent	\$16,959	\$16,575	\$17,019	\$17,916	\$22,400	\$18,945	0.4%	8.1%	31.6%	5.7%
Male lone parent	\$35,180	\$32,651	\$40,116	\$36,102	\$39,971	\$38,891	14.0%	10.6%	-0.4%	7.7%
Couples without children	\$39,608	\$36,205	\$43,810	\$42,094	\$48,643	\$43,346	10.6%	16.3%	11.0%	3.0%
Sample size	4,371	15,997	4,202	21,567	4,152	23,155				

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

The average income among female-led lone parent families increased from \$16,959 to \$22,400, or 32%.

However, this period was not characterized by a steady upward rise in incomes. The high rates of growth in family incomes from the 1950s to the mid-1970s were followed in the late 1970s and the 1980s by a stagnation attributable to a slowdown in the increase of female labour force participation, the recession of 1981-82, and the stagnation of individual incomes generally. Growth in both family and per capita income declined markedly after the mid-1970s (Statistics Canada, 1989). From 1951 to 1961 family incomes grew, in real terms, at an average rate of 3.3% per year, and from 1961 to 1971 they grew even faster, at an average annual rate of 4.6%. In the 1970s, however, the rate of growth slowed considerably, to an average 2.6% per year, and from 1981 to 1988 family incomes grew at an average annual rate of only 0.5%, with several years of real declines in incomes.

If we return to Table 2.1, we can examine this general trend among different family types. Among all families with children in Canada, average family income grew by 12.3% between 1973 and 1979, an average annual rate of 2.1%, and only 5.9% from 1979 to 1987, or 0.7% per year. Couples with children had their rate of growth in real income fall from 2.4% in the first period to 0.8% in the second. In female-led lone parent families the rate of increase fell from 1.4% per year in the 1973-79 period to 0.7% in the 1979-87 period.

In Ontario the situation is somewhat different, because of

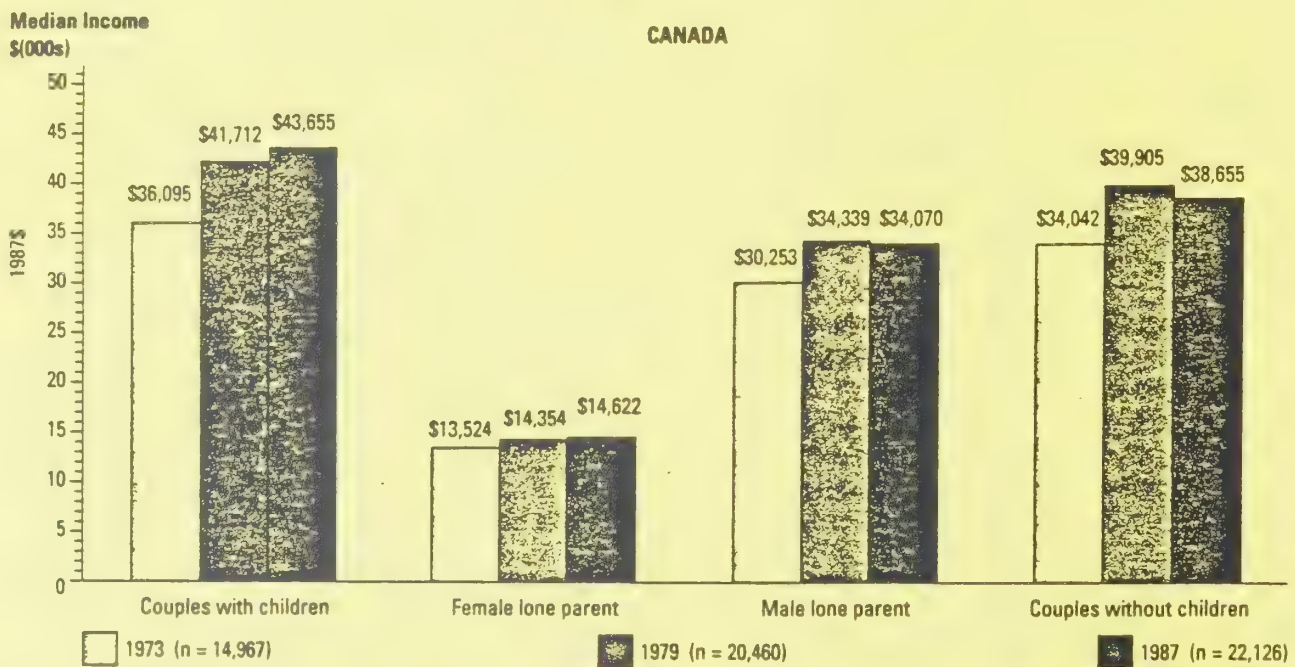
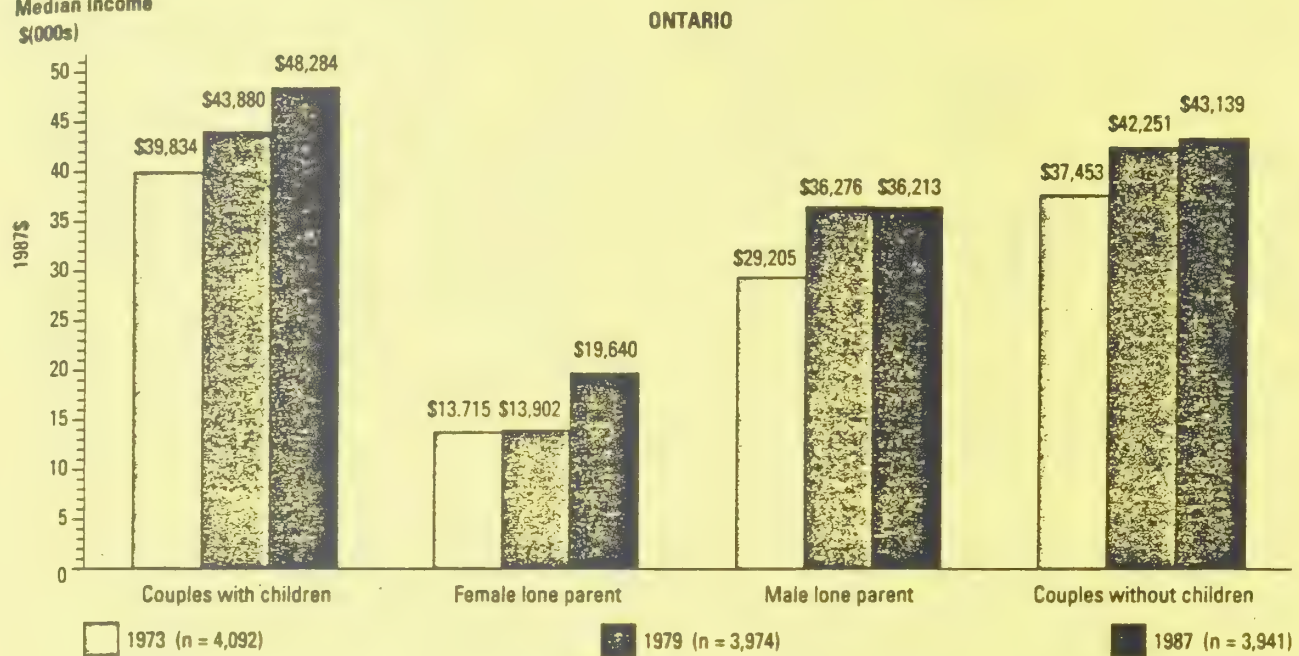
the disproportionate share of Canada's economic growth that has accrued to Ontario since the recession of 1981-83. Over the periods 1973-79 and 1979-87, the average rate of income increase among couples with children fell only slightly, from 1.6 to 1.3% annually. The average increase among female lone parents went up substantially because of their increased labour force participation, while among couples without children the rate of increase fell from 1.8% per year to 1.4% per year.

The median incomes among different family types are reported in Figure 2.1<sup>4</sup>. The median income among couples with children in Ontario increased from \$39,834 to \$48,284, or 21%, again in real terms. Female-led lone parent families experienced an increase of 43%, from \$13,715 to \$19,640. The median income of male-led lone parent families increased from \$29,205 to \$36,213, or 24%.

The stagnation of family incomes during the 1970s and 1980s also appears in the statistics on median incomes. It can be seen from Figure 2.1 that the rate of growth in median incomes has deteriorated for most family types, in Canada as a whole and in Ontario. Between the periods 1973-79 and 1979-87 the annual rate of increase among couples with children in Canada fell from 2.6% to 0.6%. Among lone parent females it fell from 1.0% to 0.2%. In Ontario the annual increase among couples with children fell slightly, from 1.7% to 1.3% on average. Among lone parent females the annual increase grew from 0.2% in 1973-79 to 5.2% in 1979-87.



**Figure 2.1**  
Median Income  
\$(000s)



Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.



**Table 2.2**  
**Median income by decile (1987 \$), families with children, Ontario and Canada, 1973 and 1987**

Decile	1973 median		1979 median		1987 median		% increase 1973-79		% increase 1979-87		% increase 1973-87	
	Ontario	Canada	Ontario	Canada	Ontario	Canada	Ontario	Canada	Ontario	Canada	Ontario	Canada
<b>FAMILIES WITH CHILDREN</b>												
1	\$10,748	\$9,633	\$ 9,328	\$ 9,316	\$12,347	\$10,299	-13.2%	-3.3%	32.4%	10.6%	14.9%	6.9%
2	\$21,386	\$17,879	\$21,189	\$19,142	\$23,085	\$19,110	-0.9%	7.1%	8.9%	-0.2%	7.9%	6.9%
3	\$27,448	\$23,686	\$29,130	\$26,333	\$31,390	\$26,515	6.1%	11.2%	7.8%	0.7%	14.4%	11.9%
4	\$31,832	\$28,256	\$34,475	\$32,091	\$37,611	\$32,705	8.3%	13.6%	9.1%	1.9%	18.2%	15.7%
5	\$36,124	\$32,425	\$39,290	\$36,853	\$42,326	\$38,134	8.8%	13.7%	7.7%	3.5%	17.2%	17.6%
6	\$40,383	\$36,675	\$44,054	\$41,820	\$48,452	\$43,461	9.1%	14.0%	10.0%	3.9%	20.0%	18.5%
7	\$45,005	\$41,506	\$48,861	\$47,221	\$54,222	\$49,586	8.6%	13.8%	11.0%	5.0%	20.5%	19.5%
8	\$51,006	\$47,302	\$55,059	\$53,579	\$61,070	\$56,363	7.9%	13.3%	10.9%	5.2%	19.7%	19.2%
9	\$58,961	\$55,530	\$64,870	\$62,938	\$71,273	\$66,668	10.0%	13.3%	9.9%	5.9%	20.9%	20.1%
10	\$78,446	\$75,662	\$87,403	\$85,215	\$97,415	\$90,708	11.4%	12.6%	11.5%	6.4%	24.2%	19.9%
Sample size	3,242	12,352	3,128	16,370	2,955	16,848						

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

Lastly, the rate of growth in incomes among families with children was higher in the rest of Canada over the 1973-79 period — 12.3% — than in Ontario, where growth amounted to 7.8%. This pattern reversed in the 1980s as family income growth in Ontario reached 11.0% among families with children, versus 5.9% for Canada as a whole.

### Median Incomes by Decile

Table 2.2 reports median incomes, in 1987 dollars, by decile<sup>5</sup> for families with children in Ontario and Canada in 1973, 1979, and 1987. It shows that among families with children the percentage increase in family income was greater in the upper income deciles. While in the bottom decile median income increased by almost 15% between 1973 and 1987, in the middle deciles increases ranged from 15 to 20%, and in the top decile the rate of increase was almost 25%.

The falling rate of growth in family income is also apparent in Table 2.2. It can be seen that average yearly growth rates declined in the 1979-87 period from the 1973-79 period. In the top decile the average annual rate of growth declined from 1.9% over the 1973-79 period to 1.5% over the period 1979-87. In the 5th decile the rate of growth declined from 1.5% per year to 0.3% over the same period.

The higher rates of growth in the upper income deciles

have meant increased income inequality among families with children. In 1973 in Ontario the median income in the top decile was 7.4 times the income in the bottom decile. In 1979 this ratio had worsened to 9.4 times. By 1987 it had improved somewhat, to 7.9 times the median income in the bottom decile.

### Sources of Income by Family Type

Families obtain their income through a variety of sources, the single most important of which is labour market earnings. In 1987 Ontario families received, on average, 83% of their income from labour market earnings. Couples with children received 92% of their income from employment, while female-led lone parent families on average received only 70% of their income from this source (Statistics Canada, Survey of Consumer Finances, Special Tabulations).

Among families as a group there was slightly less reliance on the labour market in 1987 than in 1973. In 1973 Ontario families of all types received over 88% of their income from earnings. This had fallen to 83% by 1987. Income from investments, the Canada Pension Plan (CPP/QPP), private pensions, and 'other sources' increased from 6.8% in 1973 to 11.7%, on average, in 1987.<sup>6</sup>

Female-led lone parent families in Ontario, despite their



increased reliance on the labour market, received higher-than-average proportions of their income from public sources. In 1973 female lone parents received 64% of their income, on average, from employment earnings. The next most important source of income was social assistance, which provided an average 17%. Other public sources of income such as CPP, unemployment insurance, and family allowance provided another 7% of total income.

By 1987 female lone parents received approximately 70% of their income from employment earnings, on average, and 10% from social assistance. Other public sources, including CPP, unemployment insurance, the Child Tax Credit, and the Family Allowance, remained at 7% of income. In addition, 'other' sources of income increased from 6.7% to 8.5% of total income.

### Sources of Income by Decile—Families with Children

It is informative to examine average family income trends in Ontario by decile. Again, it is evident that most family income comes from earnings; in 1987 Ontario families with children obtained over 90% of their income, on average, from employment. This tendency occurs in each decile. However, the proportion of income from earnings declined between 1973 and 1987. Overall it fell from 93.3% to 90.5%, while in the lowest decile it fell from 59.7% to 45.9%. At the same time CPP, the Child Tax Credit, and other income sources rose, while the proportion of income from the Family Allowance fell (Statistics Canada, Survey of Consumer Finances, Special Tabulations).

Although on average families with children derive most of their income from earnings, there is a marked difference between the first and second deciles, where the share of income from earnings jumps from 46% to 80% in 1987. Those in the bottom decile received relatively more income from unemployment insurance benefits, social assistance, the Child Tax Credit, and the Family Allowance. The benefits of these transfer programs decline in relation to total income as income rises.

## II Families

### Poor Families—One in Nine

In 1987 nearly 143,000 Ontario families with children—that is, one family in nine—were officially categorized as poor,

an increase of over 18,000, or 15%, since. (For the purposes of this chapter, 'poor' means below Statistics Canada's Low Income Cut-Offs [LICOs], which are popularly referred to as 'poverty lines'.<sup>7</sup> As Table 2.3 indicates, this was almost twice as great as the increase in the number of families in general, whose numbers increased by approximately 8%. As a result, the incidence of poverty among families with children increased slightly, from 10.8% in 1973 to 11.5% in 1987.

Table 2.3 divides family types into five 'income classes'. The category 'Mainstream' (not shown) refers to those between the poverty line and up to 3 times the LICO, or poverty line. In the table this category is broken down into 'Vulnerable'—those who are up to 25% above the poverty line—and 'Other Mainstream', referring to those who are between 1.25 and 3 times the LICO. The 'Advantaged' are those who are between 3 and 4 times the LICO and the 'Affluent' are 4 times the LICO and above. (Table 2.4 translates these categories into family income ranges for various family sizes in different-sized urban areas in 1987 dollars.)

These categories represent an attempt to attach social significance to different points in the income distribution representing different standards of living. Thus the category 'Other Mainstream' encompasses the majority of the families with children, who do not normally experience deprivation in their day-to-day lives, while the categories 'Advantaged' and 'Affluent' reflect smaller yet well defined and recognizable parts of the income distribution.

A sub-category of the Mainstream, the category 'Vulnerable' deserves some special explanation. It is intended to encompass those who, while they are not technically poor, are 'near-poor' in the sense that their life-styles may not differ significantly from those officially categorized as poor. People in this category have little choice and flexibility in the allocation of income and very little ability to cope with unexpected contingencies or interruptions in income.

As Table 2.4 illustrates, a two-person family in the Vulnerable category could have an income at most \$4,190 above the poverty line in 1987; this amounts to approximately \$5.75 per day per person. A four-person family in the Vulnerable category could have an income between \$24,531 and \$30,663, or \$4.20 per person per day above the poverty line. It is noteworthy that these levels of income are still significantly below other widely used indicators of poverty such as that of the Canadian Council on Social Development (CCSD). As the Appendix notes, there are many different possible poverty lines, such as the CCSD lines, which are utilized by



**Table 2.3**  
**Economic circumstances of families with children by family type, Ontario, 1973-1987**

		Families with children				% Increase (Decrease) 1973-87
Family type	Income class	1973 Number	%	1987 Number	%	
ONTARIO						
Couples with children	Poor	63,090	6.7%	75,303	7.6%	19.4%
	Vulnerable	43,480	4.6%	41,567	4.2%	- 4.4%
	Other mainstream	650,710	69.0%	629,257	63.7%	- 3.3%
	Advantaged	123,210	13.1%	156,385	15.8%	26.9%
	Affluent	62,870	6.7%	85,525	8.7%	36.0%
	Total	943,360	100.0%	988,037	100.0%	4.7%
Lone parent - female	Poor	49,170	56.7%	55,361	46.7%	12.6%
	Vulnerable	9,120	10.5%	8,827	7.5%	- 3.2%
	Other mainstream	27,200	31.4%	50,201	42.4%	84.6%
	Advantaged	890	1.0%	2,625	2.2%	194.9%
	Affluent	280	0.3%	1,428	1.2%	410.0%
	Total	86,660	100.0%	118,442	100.0%	36.7%
Lone parent - male	Poor	1,590	9.6%	2,373	14.5%	49.2%
	Vulnerable	650	3.9%	962	5.9%	48.0%
	Other mainstream	11,060	66.8%	8,558	52.2%	- 22.6%
	Advantaged	2,390	14.4%	2,487	15.2%	4.1%
	Affluent	860	5.2%	2,010	12.3%	133.7%
	Total	16,550	100.0%	16,390	100.0%	- 1.0%
Other	Poor	10,410	10.4%	9,504	8.1%	- 8.7%
	Vulnerable	8,350	8.3%	8,982	7.6%	7.6%
	Other mainstream	60,810	60.6%	78,092	66.4%	28.4%
	Advantaged	16,070	16.0%	16,544	14.1%	2.9%
	Affluent	4,760	4.7%	4,460	3.8%	- 6.3%
	Total	100,400	100.0%	117,582	100.0%	17.1%
Total	Poor	124,260	10.8%	142,541	11.5%	14.7%
	Vulnerable	61,600	5.4%	60,338	4.9%	- 2.0%
	Other mainstream	749,780	65.4%	766,108	61.8%	2.2%
	Advantaged	142,560	12.4%	178,041	14.4%	24.9%
	Affluent	68,770	6.0%	93,423	7.5%	35.8%
	Total	1,146,970	100.0%	1,240,450	100.0%	8.2%
Sample size		3,242		2,955		

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

a variety of groups according to their different perspectives. Many of these poverty lines would include as 'poor' many or all of those here included in the 'Vulnerable' category.

As Table 2.3 showed, the number of poor families with

children in Ontario grew nearly 15% between 1973 and 1987, compared with 8.2% among families with children as a group. The greatest amount of growth in poor families took place among couples with children (the apparent growth in



**Table 2.4**  
**Dollar income limits corresponding to income categories,**  
**urban and rural areas, 1987, (1986-based LICO)**

Income category and family size	Large urban area population 500,000 +		Urban area population 100,000-499,999		Small urban area population 30,000-99,999		Less than 30,000		Rural	
	Lower limit	Upper limit	Lower limit	Upper limit	Lower limit	Upper limit	Lower limit	Upper limit	Lower limit	Upper limit
One person — poor		\$12,365		\$10,860		\$10,609		\$9,671		\$8,417
Vulnerable	\$12,366	\$15,457	\$10,861	\$13,575	\$10,610	\$13,262	\$9,672	\$12,089	\$8,418	\$10,522
Other mainstream	\$15,458	\$37,097	\$13,576	\$32,582	\$13,263	\$31,829	\$12,090	\$29,015	\$10,523	\$25,253
Advantaged	\$37,098	\$49,463	\$32,583	\$43,443	\$31,830	\$42,439	\$29,016	\$38,687	\$25,254	\$33,671
Affluent	\$49,464		\$43,444		\$42,440		\$38,688		\$33,672	
Two person — poor		\$16,761		\$14,722		\$14,382		\$13,110		\$11,411
Vulnerable	\$16,762	\$20,952	\$14,723	\$18,403	\$14,383	\$17,978	\$13,111	\$16,388	\$11,412	\$14,264
Other mainstream	\$20,953	\$50,285	\$18,404	\$44,168	\$17,979	\$43,148	\$16,389	\$39,332	\$14,265	\$34,235
Advantaged	\$50,286	\$67,047	\$44,169	\$58,891	\$43,149	\$57,531	\$39,333	\$52,443	\$34,236	\$45,647
Affluent	\$67,048		\$58,892		\$57,532		\$52,444		\$45,648	
Three person — poor		\$21,305		\$18,712		\$18,280		\$16,664		\$14,504
Vulnerable	\$21,306	\$26,632	\$18,713	\$23,390	\$18,281	\$22,850	\$16,665	\$20,830	\$14,505	\$18,130
Other mainstream	\$26,633	\$63,917	\$23,391	\$56,138	\$22,851	\$54,842	\$20,831	\$49,994	\$18,131	\$43,514
Advantaged	\$63,918	\$85,223	\$56,139	\$74,851	\$54,843	\$73,123	\$49,995	\$66,659	\$43,515	\$58,019
Affluent	\$85,224		\$74,852		\$73,124		\$66,660		\$58,020	
Four person — poor		\$24,530		\$21,544		\$21,046		\$19,186		\$16,699
Vulnerable	\$24,531	\$30,663	\$21,545	\$26,930	\$21,047	\$26,308	\$19,187	\$23,983	\$16,700	\$20,874
Other mainstream	\$30,664	\$73,592	\$26,931	\$64,634	\$26,309	\$63,140	\$23,984	\$57,560	\$20,875	\$50,099
Advantaged	\$73,593	\$98,123	\$64,635	\$86,179	\$63,141	\$84,187	\$57,561	\$76,747	\$50,100	\$66,799
Affluent	\$98,124		\$86,180		\$84,188		\$76,748		\$66,800	
Five person — poor		\$26,801		\$23,539		\$22,995		\$20,963		\$18,245
Vulnerable	\$26,802	\$33,502	\$23,540	\$29,424	\$22,996	\$28,744	\$20,964	\$26,204	\$18,246	\$22,807
Other mainstream	\$33,503	\$80,405	\$29,425	\$70,619	\$28,745	\$68,987	\$26,205	\$62,891	\$22,808	\$54,737
Advantaged	\$80,406	\$107,207	\$70,620	\$94,159	\$68,988	\$91,983	\$62,892	\$83,855	\$54,738	\$72,983
Affluent	\$107,208		\$94,160		\$91,984		\$83,856		\$72,984	

Source: Statistics Canada, *Income Distributions by Size in Canada, 1988*, Cat. 13-207, and author's calculations.

poor male-led lone parent families is based on too small a sample to be reliable, although it is suggestive evidence<sup>a</sup>), whose numbers increased by over 12,000, or 19.4%, accounting for two-thirds of the total growth.

The Vulnerable category declined by 2% while the remainder of the Mainstream grew by only 2.2%. On balance, therefore, there was no growth in the Mainstream category over the period.

The Advantaged and Affluent categories (predominantly couples with children), although smaller in number than the Mainstream, have grown at rates significantly above that for

families in general. The number of Advantaged families with children grew by nearly 25%, while the Affluent group grew by nearly 36%. Much of this growth can be attributed to the increase in work effort on the part of families over the period, a trend that will be analysed in more detail below.

### Poor Families — Family Type

Approximately 75,000, or only 53%, of poor families with children in Ontario are husband-wife families, compared with 80% of all families (Table 2.5). Another 55,000, or 39%, are female-led lone parent families, versus 10% of all families.



**Table 2.5**  
**Distribution of poverty by family type, Ontario,**  
**1973 and 1987**

Family type	Number of families with children	Distribution of families	Number of poor families with children	Distribution of poor families
1973				
<b>ONTARIO</b>				
Couple with children	943,360	82.2%	63,090	50.8%
Lone parent — female	86,660	7.6%	49,170	39.6%
Lone parent — male	16,550	1.4%	1,590	1.3%
Other*	100,400	8.8%	10,410	8.4%
Total	1,146,970	100.0%	124,260	100.0%
Sample size	3,242		351	
1987				
Couple with children	988,037	79.7%	75,303	52.8%
Lone parent — female	118,442	9.5%	55,361	38.8%
Lone parent — male	16,390	1.3%	2,373	1.7%
Other*	117,582	9.5%	9,504	6.7%
Total	1,240,451	100.0%	142,541	100.0%
Sample size	2,955		326	

\*Other\* includes extended families and family spending units with more than two adults.

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

The remainder are male-led lone parent or other family types.<sup>9</sup> This represents a modest shift from 1973, when just over half of poor families were husband-wife families and nearly 40% were female-led lone parent families.

It is important to distinguish between the *distribution* and the *incidence* of poverty. While 'distribution' refers to the percentage of poor families or children found in various categories (husband-wife or lone parent families, for example), 'incidence' refers to the likelihood that a family or child *within* a certain category (with a head of household aged 25 to 34 years, for example) will be poor: that is, the percentage of families or children with a head of household aged 25 to 34 who are poor. The former tells us how poverty is distributed among various groups in society, while the latter provides information about the *risk* of poverty associated with those categories.

The incidence of poverty varies greatly according to the type of family in which a child lives. In Ontario the incidence of poverty among husband-wife families with children was 7.6% in 1987, up from 6.7% in 1973 (Table 2.3). Among female-led lone parent families the incidence of poverty was 46.7%, down from 56.7% in 1973.

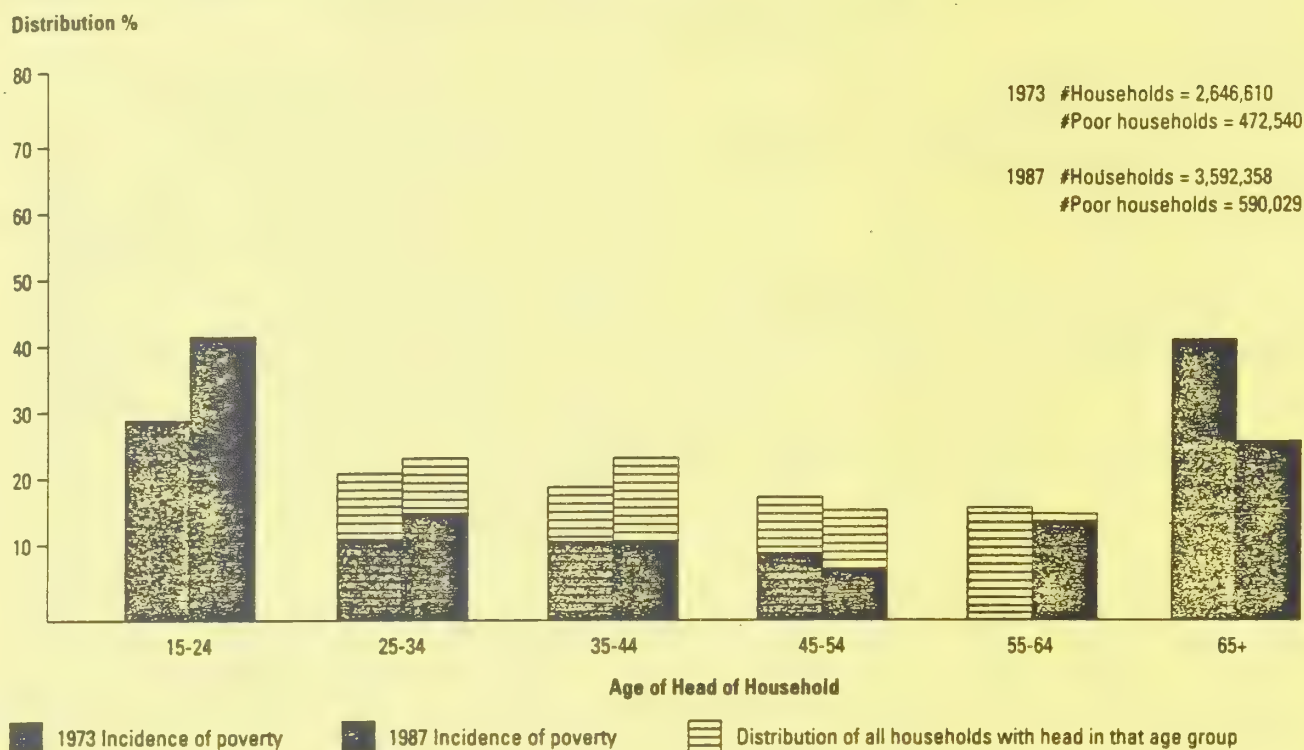
### Poor Families — Age of Head

The nature of poverty in Ontario has changed dramatically over time. As Figure 2.2 shows, in 1973 38.8% of poor households were headed by a person aged 65 years or over, and 30.3% were headed by a person under age 35. By 1987 these positions had reversed; only 28.1% of poor households were headed by a person 65 or over, and 38.9% were headed by a person under 35.

Thus the incidence of poverty also changed considerably over the period according to the age of the head of the household. Whereas in 1973, 40.7% of households headed by a senior were poor, by 1987 this proportion had dropped to 25.4%. Whereas 28.9% of households headed by a person aged 15 to 24 were poor in 1973, by 1987 this figure had increased to 42%. Among families headed by a person aged 25 to 34, the incidence of poverty increased from 10.7% to 15.1%.

For young families with children the risk of poverty increased at a faster rate. Between 1973 and 1987 the percentage of families with children, headed by a person between the ages of 15 and 24, who were poor nearly doubled; from 20.7% to 39.3% (Table 2.6). For families with children headed by a person aged 25 to 34 the incidence of



**Figure 2.2: Households and poor households by age of head, Ontario, 1973 and 1987**

Source: Statistics Canada Survey of Consumer Finances, Special Tabulations.

poverty increased from 12.4% to 15.3%. The incidence of poverty among families with children with the head over the age of 35 declined, with the exception of families with the head over 65.

### Families with Children — Labour Market Participation

One of the most significant changes for families and family life has been the tremendous increase in the participation of women in the paid labour force: from 36.3% in 1970 to 56.2% in 1987. Among Canadian women with children under the age of 16, the percentage who were participating in the paid labour force increased from 44.8% in 1977 to 65% in 1987. Of those who were employed, 72.0% were employed full-time in 1987.

It is of great interest to examine how this dramatic increase in paid labour force participation has affected the economic status of families with children. To do this we examine families with children according to the number of full-time equivalent earners (FTEs).<sup>10</sup> From the data in Table 2.7 it can be seen that in 1973 among Ontario couples with children it was still the norm to have only one full-time equivalent person in the labour force; approximately 47% of Ontario couples with children fit this pattern. With the increase in women's participation in the paid labour force that had already taken place by that time, another 23% had between one and two FTEs. Approximately 23% had two people working full-time, and 7% had less than one FTE or none.

This pattern of labour force effort was by and large successful in keeping couple families with children out of poverty. Table 2.7 also shows that the incidence of poverty



among couples with only one full-time earner was 5% in 1973. As expected, the rate of poverty increased with fewer weeks in the labour market and decreased with increased participation; the incidence of poverty among couple families with no weeks of labour force participation was 67.3%, whereas among couples with children with two full-time earners it was only 2.8%.

By 1987 the pattern of incidence of poverty by number of FTEs had changed significantly. Among all families with children, the incidence of poverty tended to increase for those with one or fewer earners in the labour market, and decrease for those with more than one earner.

Because of the disadvantaged position of women in the labour market and the stagnation of individual wages, increased labour market participation has been a less successful strategy for avoiding poverty among female-led lone-

parent families. In 1973, 39.3% of lone-parent females in Ontario were not employed at any point in the year; 40.5% were in the labour force full-time and the remainder (20.2%) were in the labour force part-time. By 1987 the proportion with no FTEs had fallen to 24.7%, while the proportion in the labour force full-time had increased to 48.5%.

However, the incidence of poverty among female lone-parent families with a full-time earner in Ontario fell from 17.6% in 1973 to 17.3% in 1987. Overall, the incidence of poverty among female-led lone-parent families fell from 56.7% to 46.7%.

Among all families with children the proportion with one FTE fell from 46.1% to 23.7%. The proportion with two FTEs increased from 21.5% to 30.5%. Those with fewer than one FTE increased slightly from 12.4% to 13.5%. Those with between one and two FTEs increased from 19.9% to 32.3%.

**Table 2.6**  
**Distribution and incidence of family poverty, by age of family head,**  
**families with children, Ontario, 1973 and 1987**

Age of family head	1973				1987			
	Number of families with children	Number of poor families with children	Distribution of poor families with children	Incidence of family poverty	Number of families with children	Number of poor families with children	Distribution of poor families with children	Incidence of family poverty
<b>ONTARIO</b>								
15-24	58,460	12,100	9.7%	20.7%	38,226	15,021	10.5%	39.3%
25-34	356,500	44,050	35.4%	12.4%	371,662	56,807	39.9%	15.3%
35-44	401,830	42,220	34.0%	10.5%	527,094	49,467	34.7%	9.4%
45-54	248,970	16,180	13.0%	6.5%	230,816	13,481	9.5%	5.8%
55-64	66,090	7,320	5.9%	11.1%	57,061	4,457	3.1%	7.8%
65 +	15,120	2,390	1.9%	15.8%	15,632	3,308	2.3%	21.2
Total	1,146,970	124,260	100.0%	10.8%	1,240,451	142,541	100.0%	11.5%
Sample Size	3,242	351			2,955	326		

Source: Statistics Canada, Survey of Consumer Finances.



**Table 2.7**  
**Distribution of families with children**  
**and incidence of family poverty, Ontario, 1973 and 1987**

Family type	Number of FTE* Earners	Distribution of families with children				Distribution of poor families with children				Incidence of family poverty	
		1973		1987		1973		1987		1973	1987
		Number	%	Number	%	Number	%	Number	%		
ONTARIO											
Couples with children	0	9,520	1.0%	13,155	1.3%	6,410	10.2%	11,052	14.7%	67.3%	84.0%
	0.1-0.4	9,320	1.0%	19,191	1.9%	6,470	10.3%	14,310	19.0%	69.4%	74.6%
	0.5-0.9	49,060	5.2%	38,859	3.9%	9,840	15.6%	13,028	17.3%	20.1%	33.5%
	1.0	442,570	46.9%	198,219	20.1%	22,770	36.1%	14,458	19.2%	5.1%	7.3%
	1.1-1.4	131,690	14.0%	316,079	32.0%	7,050	11.2%	16,508	21.9%	5.4%	5.2%
	1.5-1.9	80,730	8.6%	62,446	6.3%	1,540	2.4%	1,151	1.5%	1.9%	1.8%
	2.0	220,470	23.4%	340,088	34.4%	9,010	14.3%	4,796	6.4%	4.1%	1.4%
	Total	943,360	100.0%	988,037	100.0%	63,090	100.0%	75,303	100.0%	6.7%	7.6%
Lone parent — female	0	34,070	39.3%	29,255	24.7%	29,640	60.3%	26,324	47.5%	87.0%	90.0%
	0.1-0.4	10,340	11.9%	14,141	11.9%	9,490	19.3%	10,163	18.4%	91.8%	71.9%
	0.5-0.9	7,150	8.3%	17,560	14.8%	3,850	7.8%	8,935	16.1%	53.8%	50.9%
	1.0	35,100	40.5%	57,486	48.5%	6,190	12.6%	9,939	18.0%	17.6%	17.3%
	Total	86,660	100.0%	118,442	100.0%	49,170	100.0%	55,361	100.0%	56.7%	46.7%
Lone parent — male	0	630	3.8%	186	1.1%	630	39.6%	186	7.8%	100.0%	100.0%
	0.1-0.4	680	4.1%	2,004	12.2%	680	42.8%	1,169	49.3%	100.0%	58.3%
	0.5-0.9	1,170	7.1%	282	1.7%	0	0.0%	282	11.9%	0.0%	100.0%
	1.0	14,070	85.0%	13,918	84.9%	280	17.6%	736	31.0%	2.0%	5.3%
	Total	16,550	100.0%	16,390	100.0%	1,590	100.0%	2,373	100.0%	9.6%	14.5%
Other	0	12,490	12.4%	17,255	14.7%	3,580	34.4%	5,593	34.4%	28.7%	32.4%
	0.1-0.4	1,090	1.1%	1,288	1.1%	860	8.3%	1,288	8.3%	78.9%	100.0%
	0.5-0.9	7,010	7.0%	14,268	12.1%	1,310	12.6%	1,149	12.6%	18.7%	8.1%
	1.0	36,780	36.6%	24,163	20.5%	2,460	23.6%	1,474	23.6%	6.7%	6.1%
	1.1-1.4	10,840	10.8%	18,788	16.0%	280	2.7%	0	2.7%	2.6%	0.0%
	1.5-1.9	5,840	5.8%	3,085	2.6%	0	0.0%	0	0.0%	0.0%	0.0%
	2.0	26,350	26.2%	38,735	32.9%	1,920	18.4%	0	18.4%	7.3%	0.0%
	Total	100,400	100.0%	117,582	100.0%	10,410	100.0%	9,504	100.0%	10.4%	8.1%
All families with children	0	56,710	4.9%	59,851	4.8%	40,260	32.4%	43,155	30.3%	71.0%	72.1%
	0.1-0.4	21,430	1.9%	36,624	3.0%	17,500	14.1%	26,930	18.9%	81.7%	73.5%
	0.5-0.9	64,390	5.6%	70,969	5.7%	15,000	12.1%	23,394	16.4%	23.3%	33.0%
	1.0	528,520	46.1%	293,786	23.7%	31,700	25.5%	26,607	18.7%	6.0%	9.1%
	1.1-1.4	142,530	12.4%	334,867	27.0%	7,330	5.9%	16,508	11.6%	5.1%	4.9%
	1.5-1.9	86,570	7.5%	65,531	5.3%	1,540	1.2%	1,151	0.8%	1.8%	1.8%
	2.0	246,820	21.5%	378,823	30.5%	10,930	8.8%	4,796	3.4%	4.4%	1.3%
	Total	1,146,970	100.0%	1,240,451	100.0%	124,260	100.0%	142,541	100.0%	10.8%	11.5%
Sample size		3,242		2,955		351		319			

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

\*Full-Time Equivalent



**Table 2.8**  
**Number of families and impact of increased full-time equivalent**  
**labour force participation, by family type, Ontario, 1973 and 1987**

Province and family type	Distribution of families 1973	1987 families based on 1973 distribution	Incidence of family poverty 1987	Hypothetical poor families 1987	Actual number of poor families 1987
<b>ONTARIO</b>					
Couples with children					
0	1.0%	9,971	84.0%	8,377	11,052
0.1-0.4	1.0%	9,761	74.6%	7,279	14,310
0.5-0.9	5.2%	51,383	33.5%	17,227	13,028
1.0	46.9%	463,530	7.3%	33,810	14,458
1.1-1.4	14.0%	137,927	5.2%	7,204	16,508
1.5-1.9	8.6%	84,553	1.8%	1,558	1,151
2.0	23.4%	230,911	1.4%	3,256	4,796
Total	100.0%	988,037	8.0%	78,710	75,303
Lone parent - female					
0	39.3%	46,565	90.0%	41,900	26,324
0.1-0.4	11.9%	14,132	71.9%	10,157	10,163
0.5-0.9	8.3%	9,772	50.9%	4,972	8,935
1.0	40.5%	47,973	17.3%	8,294	9,939
Total	100.0%	118,442	55.2%	65,323	55,361
Lone parent - male					
0	3.8%	624	100.0%	624	186
0.1-0.4	4.1%	673	58.3%	393	1,169
0.5-0.9	7.1%	1,159	100.0%	1,159	282
1.0	85.0%	13,934	5.3%	737	736
Total	100.0%	16,390	17.8%	2,912	2,373
Other families with children					
0	12.4%	14,627	32.4%	4,741	5,593
0.1-0.4	1.1%	1,277	100.0%	1,277	1,288
0.5-0.9	7.0%	8,210	8.1%	661	1,149
1.0	36.6%	43,074	6.1%	2,628	1,474
1.1-1.4	10.8%	12,695	0.0%	0	0
1.5-1.9	5.8%	6,839	0.0%	0	0
2.0	26.2%	30,859	0.0%	0	0
Total	100.0%	117,582	7.9%	9,307	9,504

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

Although lone parents do not have the option of increasing their commitment to the labour force beyond one full-time equivalent, female-led lone-parent families also significantly increased their participation in the paid labour force. The proportion with no FTE weeks in the labour force dropped

from 39.3% to 24.7%. The fraction with one FTE increased from 40.5% to 48.5%.

Nevertheless, this massive increase in labour force effort by families has failed to reduce the incidence of family poverty. In 1973 the incidence of poverty among Ontario



couples with children was 6.7%; in 1987 it had increased to 7.6%. Overall, the incidence of family poverty increased from 10.8% to 11.5%. In part this is because of a type of polarization in the labour market: although the amount of labour force effort is increasing on average, the proportion of families with children with less than one full-time earner has remained relatively constant, while the share of families with only one earner has declined remarkably and the proportion with more than one earner has increased. At the same time, the rate of poverty among those with one earner or less has increased: among families with only one earner the rate of poverty increased from 6% in 1973 to 9.1% in 1987. Similar or larger increases in the rate of poverty occurred among families with children with less than a full-time earner (Table 2.7).

Among female-led lone parent families the incidence of poverty nationally increased from 58.0 to 59.0%, because in Canada as a whole female lone parents tended to remain concentrated in the lower FTE groups, whose incidence of poverty actually increased. In Ontario, where female lone parents were much more successful in entering or remaining in the labour force, the incidence of poverty fell from 56.7% to 46.7%.

There are distinct limitations to the strategy of adding additional earners to the labour market to sustain family income. Couple families have only two potential earners and, as Table 2.7 suggests, are already near their maximum capacity; the average Canadian family now has 1.8 income earners (Statistics Canada, 1989: 28). Lone parent families have only one potential earner to begin with, and as was stated above, the disadvantaged position of women in the labour market means that working full-time is less successful at lifting such families out of poverty: the rate of poverty among female-led lone parent families with one FTE was, at 17.3%, more than double the rate of poverty among couple families with children with one FTE, whose rate of poverty was 7.3%.

The importance of the labour market is again illustrated by the changing patterns of labour force activity among families with children in different income categories.<sup>11</sup> Among the Advantaged and Affluent families with children in Canada, 50% had two full-time earners in 1987 — higher than any other income category — while only 15% had a single earner. Among the Vulnerable less than 10% had two full-time earners, and 34% had only one. In the remainder of the Mainstream category 28.7% had only one earner, and

almost 25% had two full-time earners (Statistics Canada, Survey of Consumer Finances, Special Tabulations).

The extent to which increasing labour force effort was successful in keeping families out of poverty is suggested by Table 2.8. This table estimates the number of families and children who would have been poor in 1987 if the number of FTEs in a family had remained at 1973 levels, and the incidence of poverty, for each level of FTE, had assumed the 1987 rate.<sup>12</sup>

Table 2.8 suggests that under 1973 patterns of labour force activity, the number of poor couples with children would have been approximately 78,710, an increase of approximately 3,407 families over the actual number of 75,303 (shown in the last column). The incidence of poverty in this group would have increased from 7.6% (1987 actual) to 8.7%.

Similarly, the number of poor female-led lone parent families would have been approximately 65,323, an increase of 9,962 over the actual 55,361. The incidence of poverty would have been 55.2% instead of 46.7%.

The total number of poor families with children in Ontario would have increased by 13,711, from its actual level of 142,541 to 156,252. The incidence of poverty among families with children would have been 13.4% instead of the actual 11.5%.

As stated earlier, there are limitations on increasing labour force participation as a strategy to avoid family and child poverty. The data document the existence of poverty even for families with two full-time people in the labour market. If family poverty is to be eliminated, a full employment strategy, with high-quality jobs, a complementary income security program, and additional family supports such as child care are necessary adjuncts to an increase in labour force effort.

### III Children

#### Poor Children — One in Eight

While the previous section focused on the families in which children live, this section will supplement this material by focusing on the children themselves. Figure 2.3 shows that the number of children in families fell by nearly 10% between 1973 and 1987, from 2,520,450 to 2,274,241.

In 1987 there were approximately 269,913 Ontario children, or 11.9%, in poor families. This was a decrease of

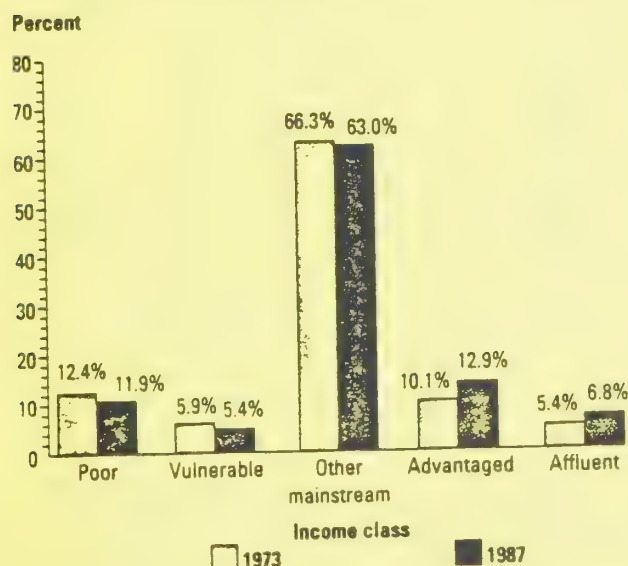


**Table 2.9**  
Incidence of child poverty by family type,  
Ontario, 1973 and 1987

Family type	1973				1987			
	Number of children	Number of poor children	Distribution of poor children	Incidence of child poverty	Number of children	Number of poor children	Distribution of poor children	Incidence of child poverty
<b>ONTARIO</b>								
Couples with children	2,078,830	161,940	51.9%	7.8%	1,866,012	152,807	56.6%	8.2%
Lone parent — female	190,460	126,800	40.6%	66.6%	187,639	99,365	36.8%	53.0%
Lone parent — male	27,930	2,050	0.7%	7.3%	22,432	4,561	1.7%	20.3%
Other	223,230	21,370	6.8%	9.6%	198,158	13,180	4.9%	6.7%
All families with children	2,520,450	312,160	100.0%	12.4%	2,274,241	269,913	100.0%	11.9%
Sample size (households)	3,242	351			2,955	326		

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

**Figure 2.3: Percent of children by family income class, Ontario, 1973 and 1987**



Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

13.5% since 1973. The proportion of children in the Mainstream category fell from 72.2% to 68.4%, while the subcategory Vulnerable fell slightly from 5.9% to 5.4%. The Advantaged and the Affluent categories increased from 10.1% and 5.4% to 12.9% and 6.8%, respectively.

For Canada as a whole, the number of children in the Mainstream fell from 71% of the total in 1973 to 67.2% in 1987. The share in the Vulnerable category fell 8.6% to 6.3%, while Other Mainstream also declined, from 62.4% to 60.9%. The number of Advantaged children grew from 8.3% of the total to 10.6%. The proportion of children who were Affluent increased, from 4.2% to 5.7%.

The decrease in the number of Poor and Vulnerable children relative to the numbers of Advantaged and Affluent, especially in the context of the increased incidence of poverty among families with children, can be attributed to the increase in labour force effort expended by those families, an issue that was explored above. In addition, there have been changes in the composition of the poor population; as the family head is likely to be younger, the family may not have completed family formation, possibly accounting for increasing incidence of poverty among families with children at the same time as child poverty is falling.

### Family Type

The types of families in which poor children live have changed since 1973. In 1973, 51.9% of poor children in



**Table 2.10**  
**Distribution of children and poor children and incidence of child poverty**  
**by number of full-time equivalent earners (FTEs)**  
**Ontario, 1973 and 1987**

Family type	Number of FTE earners	Distribution of children				Distribution of poor children				Incidence of child poverty	
		1973		1987		1973		1987		1973	1987
		Number	%	Number	%	Number	%	Number	%		
ONTARIO											
Couples with children	0	21,430	1.0%	25,255	1.4%	16,590	10.2%	20,731	13.6%	77.4%	82.1%
	0.1-0.4	27,280	1.3%	37,772	2.0%	19,200	11.9%	29,173	19.1%	70.4%	77.2%
	0.5-0.9	123,680	5.9%	72,992	3.9%	23,900	14.8%	28,157	18.4%	19.3%	38.6%
	1.0	1,018,070	49.0%	419,459	22.5%	60,270	37.2%	27,955	18.3%	5.9%	6.7%
	1.1-1.4	263,910	12.7%	603,932	32.4%	16,960	10.5%	32,978	21.6%	6.4%	5.5%
	1.5-1.9	160,450	7.7%	109,672	5.9%	3,820	2.4%	3,478	2.3%	2.4%	3.2%
	2.0	464,010	22.3%	596,930	32.0%	21,200	13.1%	10,335	6.8%	4.6%	1.7%
	Total	2,078,830	100.0%	1,866,012	100.0%	161,940	100.0%	152,807	100.0%	7.8%	8.2%
Lone parent — female	0	88,330	46.4%	53,956	28.8%	79,610	62.8%	49,207	49.5%	90.1%	91.2%
	0.1-0.4	24,840	13.0%	24,233	12.9%	23,170	18.3%	17,579	17.7%	93.3%	72.5%
	0.5-0.9	14,410	7.6%	30,639	16.3%	8,860	7.0%	17,816	17.9%	61.5%	58.1%
	1.0	62,880	33.0%	78,811	42.0%	15,160	12.0%	14,763	14.9%	24.1%	18.7%
	Total	190,460	100.0%	187,639	100.0%	126,800	100.0%	99,365	100.0%	66.6%	53.0%
Lone parent — male	0	1,090	3.9%	186	0.8%	1,090	53.2%	186	4.1%	100.0%	100.0%
	0.1-0.4	680	2.4%	3,640	16.2%	680	33.2%	2,431	53.3%	100.0%	66.8%
	0.5-0.9	1,950	7.0%	282	1.3%	0	0.0%	282	6.2%	0.0%	100.0%
	1.0	24,210	86.7%	18,324	81.7%	280	13.7%	1,662	36.4%	1.2%	9.1%
	Total	27,930	100.0%	22,432	100.0%	2,050	100.0%	4,561	100.0%	7.3%	20.3%
Other families with children	0	22,810	10.2%	22,287	11.2%	6,370	29.8%	7,627	57.9%	27.9%	34.2%
	0.1-0.4	2,360	1.1%	1,288	0.6%	2,130	10.0%	1,288	9.8%	90.3%	100.0%
	0.5-0.9	18,350	8.2%	21,440	10.8%	2,970	13.9%	1,149	8.7%	16.2%	5.4%
	1.0	80,650	36.1%	32,505	16.4%	5,880	27.5%	3,116	23.6%	7.3%	9.6%
	1.1-1.4	20,900	9.4%	34,742	17.5%	280	1.3%	0	0.0%	1.3%	0.0%
	1.5-1.9	11,840	5.3%	8,346	4.2%	0	0.0%	0	0.0%	0.0%	0.0%
	2.0	66,320	29.7%	77,550	39.1%	3,740	17.5%	0	0.0%	5.6%	0.0%
	Total	223,230	100.0%	198,158	100.0%	21,370	100.0%	13,180	100.0%	9.6%	6.7%
All families with children	0	133,660	5.3%	101,684	4.5%	103,660	33.2%	77,751	28.8%	77.6%	76.5%
	0.1-0.4	55,160	2.2%	66,933	2.9%	45,180	14.5%	50,471	18.7%	81.9%	75.4%
	0.5-0.9	158,390	6.3%	125,353	5.5%	35,730	11.4%	47,404	17.6%	22.6%	37.8%
	1.0	1,185,810	47.0%	549,099	24.1%	81,590	26.1%	47,496	17.6%	6.9%	8.6%
	1.1-1.4	284,810	11.3%	638,674	28.1%	17,240	5.5%	32,978	12.2%	6.1%	5.2%
	1.5-1.9	172,290	6.8%	118,018	5.2%	3,820	1.2%	3,478	1.3%	2.2%	2.9%
	2.0	530,330	21.0%	674,480	29.7%	24,940	8.0%	10,335	3.8%	4.7%	1.5%
	Total	2,520,450	100.0%	2,274,241	100.0%	312,160	100.0%	269,913	100.0%	12.4%	11.9%
Sample size (households)		3,242		2,955		351		326			

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.



**Table 2.11**  
**Number of children and impact of increased full-time equivalent**  
**(FTE) labour force participation, by family type,**  
**Ontario, 1973 and 1987**

Province and family type	Distribution of children 1973	1987 children based on 1973 distribution	Incidence of child poverty 1987	Hypothetical poor children 1987	Actual number of poor children 1987
<b>ONTARIO</b>					
Couples with children					
0	1.0%	19,239	82.1%	15,792	20,731
0.1-0.4	1.3%	24,487	77.2%	18,912	29,173
0.5-0.9	5.9%	111,018	38.6%	42,825	28,157
1.0	49.0%	913,846	6.7%	60,908	27,955
1.1-1.4	12.7%	236,892	5.5%	12,937	32,978
1.5-1.9	7.7%	144,024	3.2%	4,567	3,478
2.0	22.3%	416,507	1.7%	7,210	10,335
Total	100.0%	1,866,012	8.7%	163,151	152,807
Lone parent — female					
0	46.4%	87,021	91.2%	79,362	49,207
0.1-0.4	13.0%	24,472	72.5%	17,753	17,579
0.5-0.9	7.6%	14,197	58.1%	8,255	17,816
1.0	33.0%	61,949	18.7%	11,604	14,763
Total	100.0%	187,639	62.3%	116,973	99,365
Lone parent — male					
0	3.9%	876	100.0%	876	186
0.1-0.4	2.4%	546	66.8%	365	2,431
0.5-0.9	7.0%	1,566	100.0%	1,566	282
1.0	86.7%	19,444	9.1%	1,764	1,662
Total	100.0%	22,432	20.4%	4,570	4,561
Other					
0	10.2%	20,248	34.2%	6,929	7,627
0.1-0.4	1.1%	2,095	100.0%	2,095	1,288
0.5-0.9	8.2%	16,289	5.4%	873	1,149
1.0	36.1%	71,592	9.6%	6,863	3,116
1.1-1.4	9.4%	18,553	0.0%	0	0
1.5-1.9	5.3%	10,510	0.0%	0	0
2.0	29.7%	58,871	0.0%	0	0
Total	100.0%	198,158	8.5%	16,760	13,180

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

Ontario lived in couple families; a further 40.6% lived in female-led lone parent families (Table 2.9). By 1987 the proportion of poor children in couple families had increased to 56.6%, while the share in female-led lone parent families had decreased to 36.8%.

Overall, the incidence of child poverty in Ontario fell marginally between 1973 and 1987, from 12.4% to 11.9%. But it increased slightly in couple families, from 7.8% to 8.2%, and decreased in female lone parent families, from 66.6% to 53.0% (Table 2.9). Nationally, the incidence of



child poverty was unchanged at 16.5% in both 1973 and 1987, although it fell among children in couple families and female-led lone parent families and increased in other family types.

### Age of Family Head

As was demonstrated above, there have been dramatic changes in the age of poor family heads. Among children in Ontario families headed by a person aged 15 to 24 years, the incidence of child poverty increased from 23.6% in 1973 to 41.3%, in 1987 (Figure 2.4). Among children in families where the head was between 25 and 34 the incidence of poverty increased from 14.7% to 16.9%. Among children in families where the head was older than 34, the incidence of poverty declined, with the exception of families with heads over the age of 65.

### Labour Market Participation of Family Members

The increase in the labour force effort of families with children has already been noted. Among children in couple

families, nearly half in 1973 had only one full-time equivalent earner in the labour market; 42% had more than one FTE, and 15% had two FTEs (Table 2.10). In 1987 only 23% of children were in couple families with one FTE, while 70% were in families with more than one; 32% were in two-FTE families.

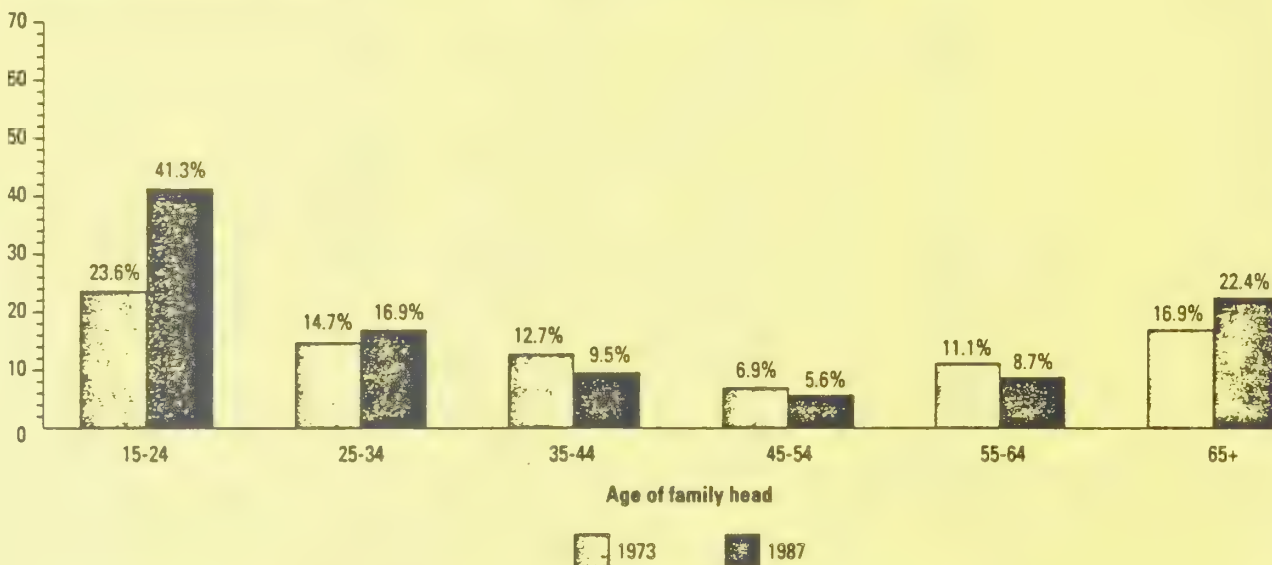
Among children in female-led lone parent families, 46% were in no-FTE families in 1973 and only 33% had one FTE. In 1987 the number with no FTEs had dropped to approximately 29%, while the proportion in one FTE families had increased to 42%.

For families with less than one FTE, the rate of child poverty increased sharply between 1973 and 1987, highlighting the inadequacy of income security programs and the deterioration of labour market opportunities for those working less than full-time. This is of special significance in the labour market of the 1980s and 1990s, when many of the jobs created are part-time low-wage service jobs.

Table 2.11 replicates the calculations in Table 2.8 to estimate the number of children affected by the increase in labour market activity. The number of children in couple

Figure 2.4: Incidence of poor children by age of family head, Ontario, 1973 and 1987

% Incidence of child poverty Ontario



Source: Statistics Canada Survey of Consumer Finances, Special Tabulations.



families who would have been poor, had labour force participation not increased dramatically, would have been approximately 163,151, an increase of 10,344 over the actual number, 152,807. On the other hand, even such a massive increase in paid labour succeeded in keeping only about 10,000 children out of poverty; without it the incidence of child poverty in couple families would have been 8.7% in 1987, not 8.2%. Similarly, among female-led lone parent families the increase in work effort kept only 17,608 children from being poor, and lowered the incidence of child poverty to 53%, from a potential 62.3%.

Overall, in Ontario, 301,454 children would have been poor in 1987, an increase of 31,541 from the actual 1987 level of 269,913. The incidence of child poverty would have been 13.3% instead of 11.9%.

## IV Poverty

### The Poverty Gap

One of the defects of traditional poverty analysis is the precipitous nature of a poverty line: those who are below it are categorized as 'poor', and those who are above it, no matter by how little, are not. This discussion has attempted to avoid this problem by extending the analysis to the whole income distribution, showing the relationships among different parts of the distribution.

This section is designed to extend the analysis of poverty in another direction, by examining the *depth* of poverty: that is, how far the poor fall below the poverty line. The difference between the income of a poor household and the poverty line is termed the 'poverty gap'.

### Poverty Gap by Family Type

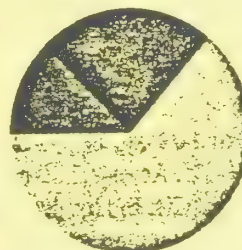
Table 2.12 shows the approximate size of the poverty gap in Ontario for various family types, in 1987 dollars, for 1973 and 1987. The poverty gap among poor families with children narrowed between 1973 and 1987, albeit very slightly, from \$7,032 to \$6,910. Among couples with children the average gap grew from \$6,466 to \$7,002. Among female-led lone parent families the gap fell from \$7,981 to \$7,151.

For poor Canadian families as a whole, the average poverty gap grew from \$5,714 to \$6,736 for couples with children. Female-led lone parent families were the furthest below the poverty line, with a poverty gap of \$7,606, almost exactly the same level as in 1973.

Figure 2.5: Distribution of poverty by family type, Ontario, 1973 and 1987

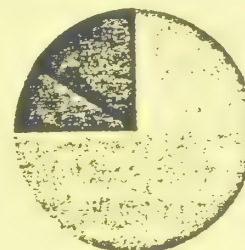
#### 1973 Ontario

Distribution in all families with children



(Total = 1,146,970)

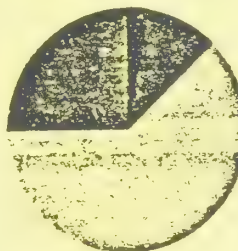
Distribution in poor families with children



(Total = 124,260)

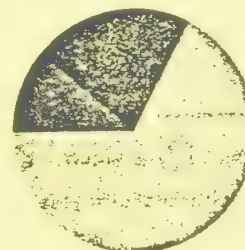
#### 1987 Ontario

Distribution in all families with children



(Total = 1,240,451)

Distribution in poor families with children



(Total = 142,541)



Couples with children

Lone parent, female



Lone parent, male

Other<sup>a</sup>

<sup>a</sup> 'Other' includes extended families and family spending units with more than two adults.

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

### Poverty Gap by Age of Family Head

Table 2.13 shows that the poverty gap for Ontario families headed by a person under the age of 35 declined between 1973 and 1987: from \$7,215 to \$5,740 for families with a head under the age of 25 years, and from \$7,488 to \$7,227 for families headed by a person between the ages of 25 and 34. For families headed by a person between the ages of 35 and 54 the gap increased. The gap declined for families headed by a person above the age of 54.



**Table 2.12**  
Average poverty gap by family type, Ontario, 1973 and 1987

Family type	1973 (1987 \$)		1987	
	Number of poor households	Average poverty gap	Number of poor households	Average poverty gap
<b>ONTARIO</b>				
All poor families with children	124,260	\$7,032	142,541	\$6,910
Poor couples with children	63,090	\$6,466	75,303	\$7,002
Poor female single parent	49,170	\$7,981	55,361	\$7,151
Poor male single parent	1,590	\$8,185	2,373	\$3,947
Other poor families with children	10,410	\$5,821	9,504	\$5,511
Poor couples without children	23,200	\$5,865	27,002	\$5,096
Sample size	419		390	

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

**Table 2.13**  
Average poverty gap by age of head, poor families with children, Ontario, 1973 and 1987

Age of family head	1973		1987	
	Number of poor households	Average poverty gap	Number of poor households	Average poverty gap
<b>ONTARIO</b>				
Total	124,260	\$7,032	142,541	\$6,910
15-24	12,100	\$7,215	15,021	\$5,740
25-34	44,050	\$7,488	56,807	\$7,227
35-44	42,220	\$6,715	49,467	\$7,268
45-54	16,180	\$6,463	13,481	\$6,909
55-64	7,320	\$7,822	4,457	\$4,834
65 +	2,390	\$4,799	3,308	\$4,219
Sample size	349		325	

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

### Poverty Gap by Number of Children

The poverty line increases with family size, and therefore a family with children is more likely to be categorized as poor than a family without children, given that earnings do not vary in accordance with family circumstances. Put another way, some families are poor simply by virtue of the presence of children; in the absence of children the family's income would be sufficient to keep them above the poverty line.

Table 2.14 shows the average poverty gap for families with various numbers of children. It can be seen that the poverty gap tends to increase with the number of children; in Ontario from \$4,166 for a family with no children to \$8,689 for poor families with four or more children. For Canada as a whole the average poverty gap increases from \$4,265 among families with no children to \$8,037 for families with four or more children.



**Table 2.14**  
Average poverty gap by number of children, Ontario, 1973 and 1987

Number of children	1973		1987	
	Number of poor households	Average poverty gap	Number of poor households	Average poverty gap
<b>ONTARIO</b>				
Zero	348,280	\$4,100	447,488	\$4,166
One	31,410	\$6,353	59,113	\$6,092
Two	42,110	\$7,163	51,280	\$6,707
Three	26,800	\$6,187	22,887	\$8,759
Four +	23,940	\$8,646	9,261	\$8,689
Total	472,540	\$4,871	590,029	\$4,829

Source: Statistics Canada, Survey of Consumer Finances, Special Tabulations.

## V Income Support for Families with Children

Canada, of course, offers income security programs specifically directed to families with children. These programs serve various purposes: they transfer income to families with children, offsetting some of the costs of child-raising and thus contributing to horizontal equity and providing recognition of society's collective interest in child-raising. In addition, such programs serve a broader economic interest by increasing aggregate purchasing power. This section is intended to outline the characteristics of some of the main programs: the Family Allowance, tax deductions for child care expenses, and the Child Tax Credit. Social assistance is not addressed here because of space limitations. Its inadequacies with respect to income support for families and children are well documented elsewhere.<sup>13</sup>

The Family Allowance, introduced in Canada near the end of the Second World War, is paid monthly to all families with children up to the age of 18 years. It is universally available, but is part of income for tax purposes, thus providing a greater benefit to those with lower incomes. For example, in 1989 a couple with two children and an income of \$10,000 would retain the full benefit of the Family Allowance, \$786 per year, after taxes. At higher levels of income, however, the after-tax amount of the benefit would be reduced

**Table 2.15**  
Family Allowance Payments

Year	Family allowance per child	Constant dollar (\$ 1989)	Year	Family allowance per child	Constant dollar (\$ 1989)
1963	\$6.00	\$27.79	1977	\$23.89	\$53.13
1964	\$6.00	\$27.79	1978	\$25.68	\$52.47
1965	\$6.00	\$26.65	1979	\$20.00	\$37.42
1966	\$6.00	\$25.74	1980	\$21.80	\$37.03
1967	\$6.00	\$24.82	1981	\$23.96	\$36.18
1968	\$6.00	\$23.84	1982	\$26.91	\$36.67
1969	\$6.00	\$22.82	1983	\$28.52	\$36.75
1970	\$6.00	\$22.10	1984	\$29.95	\$36.98
1971	\$6.00	\$21.47	1985	\$31.27	\$37.12
1972	\$6.00	\$20.50	1986	\$31.58	\$36.02
1973 (to Sept.) <sup>a</sup>	\$6.00	\$18.60	1987	\$31.93	\$34.89
Oct.-Dec. 1973	\$12.00	\$36.83	1988 <sup>b</sup>	\$32.38	\$34.00
1974	\$20.00	\$57.20	1989	\$32.24	\$32.74
1975	\$22.08	\$56.99	1990	\$33.33	\$31.44
1976	\$22.08	\$53.01			

<sup>a</sup>Before October, 1973, families did not receive benefits for children 16-17.

<sup>b</sup>There were some minor differences in the amounts for children of different ages before October, 1973.

Source: Statistics Canada, Cat. 86-508, Social Security, National Programs, Vol. 4, *Family Allowances and Related Programs*, 1982.



until above \$55,000 the net benefit levelled off at \$433 (National Council of Welfare, 1989).

When it was first introduced, the Family Allowance provided approximately 5% of average family income. By the 1980s this had declined to approximately 1.4% (Statistics Canada, 1982). In 1987 in the lowest income decile the Family Allowance provides only about 5% of family income, or about \$639 (before taxes). Although the Family Allowance is not designed as a poverty reduction tool, it is useful to note its role in that respect. Given that the average poverty gap among Ontario families with children was almost \$7,000 in 1987, it is clear that the Family Allowance does not contribute very much to the reduction of family and child poverty.

In 1990 the gross monthly payment was \$33.33 per child. Table 2.15 shows that although the Family Allowance has increased slightly in value, it has deteriorated significantly in real terms since the mid-1970s, when its value (in 1989 dollars) was between \$50 and \$60. Since 1986 the amount of the payment has increased by only the rate of inflation less 3%, causing it to erode further in real terms.

The 'clawback' of Family Allowances that was introduced by the federal government in 1989 will sharply raise the rate of taxation on this form of income for parents with a net income above \$50,000. Above \$55,000 the rate of taxation reaches 100%, reducing the net benefit to zero, and eliminating its universal character. In addition, the \$55,000 income level will not be fully indexed, and will increase at only the rate of inflation less 3%. Over time the base population of families eligible for Family Allowance will get narrower.

The Child Tax Credit, introduced in 1979, is designed to benefit families with incomes lower than average. In 1990 the credit was \$565, paid to families whose income in 1989 did not exceed \$24,355.<sup>14</sup> The benefit is reduced 5% on net income above that level. Table 2.16 shows that, although the real value of the credit has increased since the inception of the program, the income base above which the credit is reduced has fallen drastically, from \$36,779 in 1979 (1978 income) to \$24,355 in 1989 (1988 income).

The net tax credit enjoyed by tax filers in different income categories illustrates the progressive nature of the benefit. Above the \$23,000 net family income level the average credit is \$582; below that level the average credit is \$854 (Revenue Canada, Taxation Statistics, 1989 ed.). In 1987 the Child Tax

Credit provided approximately 6.8% of family income in the lowest income decile among families with children, approximately 1% in the middle deciles and still smaller benefits to those in the highest deciles (Statistics Canada, Survey of Consumer Finances, Special Tabulations). Again, the dollar figures are too small to make a meaningful contribution to the goal of eliminating child poverty: in the lowest decile the Child Tax Credit yielded only about \$818 in 1987.

Families with children can also deduct child care expenses from taxable income. Such expenses are deducted by the earner with the lowest income in two-adult families and must have been paid to allow the person claiming them to work or take an approved training course. In 1989 the maximum allowable claim was \$4,000 for a child aged 6 or younger and \$2,000 for each child aged 7 to 14.

Since tax deductions benefit those in higher tax brackets relatively more (because they have a higher marginal tax rate and thus save more in taxes from each dollar of deduction), the benefits of the child care deduction are highly unequally distributed. Table 2.17 shows the amount of allowable deduction per filer claiming child care expenses and the amount

Table 2.16  
Child Tax Credit 1978-1990

Income Year	Child tax credit current dollars <sup>1</sup>	Child tax credit constant \$ 1990	Family income base <sup>2</sup> current \$	Family income base \$ 1990
1978	\$200	\$391	\$18,000	\$38,383
1979	\$218	\$408	\$19,620	\$38,339
1980	\$238	\$404	\$21,380	\$37,924
1981	\$261	\$394	\$23,470	\$37,055
1982	\$343	\$467	\$26,330	\$37,497
1983	\$343	\$442	\$26,330	\$35,464
1984	\$367	\$453	\$26,330	\$33,967
1985	\$384	\$456	\$26,330	\$32,693
1986	\$454	\$518	\$23,500	\$28,012
1987	\$489	\$534	\$23,760	\$27,128
1988	\$559	\$587	\$24,090	\$26,441
1989	\$565	\$565	\$24,355	\$25,466

<sup>1</sup>Received in following year.

<sup>2</sup>Income above which tax credit is reduced by five cents on the dollar.



**Table 2.17**  
**Child care expenses deduction by individual income class 1987**

Total Income class	(1) Number claiming	(3) Allowable deductions	(4) Average deduction per filer	(5) Marginal tax rate (average)	(6) Average tax expenditure (per filer)	(7) Total tax expenditure
Under \$10,000	110,820	\$108,445	\$979	16%	\$157	\$17,351,200
10,000-20,000	209,390	\$331,923	\$1,585	18%	\$285	\$59,746,140
20,000-30,000	165,440	\$303,917	\$1,837	20%	\$367	\$60,783,400
30,000-40,000	68,700	\$135,440	\$1,971	25%	\$493	\$33,860,000
40,000-50,000	30,440	\$61,121	\$2,008	25%	\$502	\$15,280,250
50,000-100,000	17,810	\$37,846	\$2,125	30%	\$637	\$11,353,800
100,000 +	1,740	\$4,409	\$2,534	34%	\$862	\$1,499,060
<b>Total</b>	<b>604,340</b>	<b>983,101</b>				<b>\$199,873,850</b>

Source: Revenue Canada, Taxation Statistics, 1989 Edition.

of tax revenue forgone, or 'tax expenditure' created, by income category in 1987. Column 6 shows the average tax expenditure per filer in each income category and column 7 shows the total amount of tax expenditures. It is evident that the benefits of such a system are highly unequal: in the \$100,000-plus income category, filers claiming child care expenses in 1987 saved approximately \$867 in taxes, while those nearer the bottom saved less than \$200. In total, the federal government spent an estimated \$200 million dollars for child care through the mechanism of tax expenditures in 1987.<sup>15</sup>

Until 1988, families with children could also claim a personal exemption for wholly dependent children. Except for the fact that exemptions act as entitlements for people with certain characteristics and do not require any contribution or payment, as deductions do, the tax impact of exemptions is similar to that of deductions: that is, they benefit high-income earners more than low-income earners. With the 1988 tax year this exemption has been converted into a \$67 tax credit, which will make this category of tax expenditure more equitable, similar to the Child Tax Credit.

## APPENDIX

### What is Poverty?

In advantaged industrialized countries such as Canada, poverty can best be understood in terms of *relative* deprivation. This belief can be traced back even to Adam Smith, who wrote that poverty was to be without 'whatever the custom of the country renders it indecent for creditable people, even of the lowest order, to be without'. That is, people are poor when they lack the resources to allow them access to the goods and services that are available to most other people and that have come to be accepted as essential to a decent standard of living.

From this perspective, people are considered to be living in poverty when their resources are insufficient to obtain the living conditions that permit their full participation in the larger community. This approach yields poverty lines that are defined *relative* to average standards of living or average incomes.

On the other hand, some would define poverty in *absolute*



terms: that is, as the minimum income necessary to purchase a basket of goods that allows for physical survival. From this perspective, a homeless person who relies on shelters, purchases his or her clothing second-hand, and uses food banks and soup kitchens could be said to have an income that permits physical survival. Obviously, however, such living conditions are hardly conducive to growth or participation in the larger community, and are considerably below what most people would prescribe as the socially sanctioned minimum.

These two opposite approaches form the conceptual boundaries within which a multitude of possible poverty lines, combining aspects of both the relative and absolute approaches, could be defined. For example, the Social Planning Council of Metropolitan Toronto, through its *Guides for Family Budgeting*, defines an income level required to provide for physical and social functioning in the Metropolitan Toronto area. This approach incorporates the basket-of-goods notion of the absolute approach, but constructs that basket of goods on the basis of social norms, in keeping with the relative approach.

### Statistics Canada's Low Income Cut-Offs (LICOS)

In Canada the most commonly used poverty lines are the Statistics Canada Low Income Cut-Offs (LICOS). Statistics Canada emphasizes that these are not poverty lines as such, but simply 'low income' lines, or the levels below which individuals and families can be said to living in 'straighted circumstances'. However, they are widely treated as poverty lines by social policy analysts and activists, the media, and the general public. This chapter similarly uses these lines for the analysis of poverty, and the terms 'poverty line' and 'low income line' are used interchangeably.

The LICOs are derived from surveys of consumer incomes and spending patterns. Statistics Canada begins by identifying the average proportion of gross income of Canadian households that is spent on the basic necessities of food, clothing and shelter. The LICOs are set at the income level above which, on average, households spend an additional 20% on the three basic necessities.

When the LICOs were first developed they were based on the 1959 Survey of Family Expenditures (FAMEX), which showed that Canadian families spent about 50% of their income on food, clothing, and shelter. Application of the 20% parameter led to the use of 70% of the average family

income as the level below which families were deemed to be living in 'straightened circumstances'.

The fraction of income devoted to necessities should decline as living standards improve, and the next FAMEX, which examined family expenditure patterns in 1969, revealed that the proportion of income spent on the three necessities by Canadian families had declined to 42%. Therefore the cut-off level was revised downward to 62%. The next FAMEX, in 1978, showed that there had been a further drop in the proportion of income devoted to food, clothing, and shelter, to 38.5%. The 20% was again applied and the cut-off set at 58.5%. Since the next FAMEX, in 1982, indicated only negligible changes in the data (which correspond with the intuitive impression that living standards did not improve between 1978 and 1982), the LICOs were not revised at that time.

The revisions to the LICOs that are the product of the 1986 FAMEX have not yet been officially adopted by Statistics Canada and — as occurred with the 1978 revisions — have been published only in an appendix to the regular incomes report. However, they have been adopted for use by social policy analysts. This report, which analyses data from 1973, 1979, and 1987, uses poverty lines based on 1969 consumption patterns for 1973 data, 1978 consumption patterns for 1979, and 1986 consumption patterns for 1987.

### Notes

I am indebted to the Child Poverty Action Group, and especially the publication *Unequal Futures: The Meaning of Child Poverty in Canada*, for the development of several of the concepts employed in this chapter, particularly the creation of the categories Poor, Vulnerable, Other Mainstream, Advantaged and Affluent, and the development of the analysis of family labour force participation.

<sup>1</sup>See Harding (1987).

<sup>2</sup>See Palmer, Smeeding, and Torrey (1988), Chap. 1.

<sup>3</sup>Special tabulations were carried out by Tristat Resources Ltd.

<sup>4</sup>The median is the value that one-half of the distribution lies below, and the other half lies above. In statistical terms, the median is a better measure of central tendencies than the 'average' when a distribution is highly skewed, as is the case with the distribution of income.

<sup>5</sup>A decile is 10% of the population of families or families with children, arranged in ascending order of income.



<sup>6</sup>'Other' includes child support payments, workers' compensation benefits, training allowances, veteran's pensions, pensions to the blind and disabled, and scholarships.

<sup>7</sup>Refer to Appendix (p. 44) for a brief review of the methodology of the Low Income Cut-Offs and their application for this study. For a thorough review of the methodology of the Statistics Canada Low Income Cut-Offs and various alternatives see Wolfson and Evans (1989).

<sup>8</sup>Readers should be warned that small sample size may jeopardize analysis of some of these categories. I have attempted to confine myself to commenting on those trends where the sample size was sufficient to generate reliable results.

<sup>9</sup>The family type 'other' includes extended families and family spending units with more than two adults, for example.

<sup>10</sup>A Full-Time Equivalent Earner (FTE) is defined as a family head and/or spouse who, between them, work full-time for 49 or more weeks in a year. Thus a husband-wife family with two FTEs would work a combined 98 to 104 weeks in a year. Similarly, the category 0.1-0.4 FTEs is equivalent to 1-24 weeks; 0.5-0.9 is equivalent to 25 to 48 weeks; 1.1-1.4 FTEs is equivalent to 53 to 78 weeks; 1.5-1.9 FTEs is equivalent to 79 to 97 weeks in the labour force.

<sup>11</sup>Readers are cautioned that because of the limitations of sample size, these results are suggestive only.

<sup>12</sup>For example, for each family type, the percentage distribution of families by FTE as it was in 1973 (column 2), is multiplied by the total number of families in 1987 to arrive at an estimate of the number of families that would have been in each FTE category, had patterns of labour force participation remained at the 1973 levels. The 1987 incidence of poverty by FTE category (column 4) is then applied to the hypothetical distribution of families to arrive at an estimate of the number of poor families.

<sup>13</sup>See, for example *Transitions*, the Report of the Social Assistance Review Committee, Ontario Ministry of Community and Social Services (1988), and National Council of Welfare (1987).

<sup>14</sup>Since 1988 there has also been a supplement for children under the age of six. In 1988 the maximum supplement was \$100, less 25% of the allowable child care expenses. In 1989 it was \$200, less 25% of allowable child care expenses.

<sup>15</sup>This ignores provincial income tax foregone, which averages approximately 55% of the federal tax.

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## CHAPTER TWO: A DISTURBING REALITY: ONE IN SIX CANADIAN CHILDREN LIVE IN POVERTY

We are constantly bombarded through media reports with the visual proof of devastating child poverty and starvation in India, Africa and South America. Such pictures evoke in us feelings of pain, sorrow and guilt which are often translated into concrete humanitarian responses. But, while Canadians are quite aware of these devastating conditions in other areas of the world, we are less aware of the breadth and depth of child poverty in Canada.<sup>(2)</sup> In part, this lack of awareness may have something to do with the visual images we associate with poverty; distended bellies, hollow faces, sunken eyes and bony frames. To the extent that child poverty presents a different face in Canada, we may be unconvinced of the gravity of the problem in our own country. A 1975 report of the National Council of Welfare describes what it is like to be a poor child in Canada:

"To be born poor is to face a greater likelihood of ill health — in infancy, in childhood and throughout your adult life. To be born poor is to face a lesser likelihood that you will finish high school; lesser still that you will attend university. To be born poor is to face a greater likelihood that you will be judged a delinquent in adolescence and, if so, a greater likelihood that you will be sent to a "correctional institution. "To be born poor is to have the deck stacked against you at birth, to find life an uphill struggle ever after. To be born poor is unfair to kids."<sup>(3)</sup>

### A. Measuring Child Poverty in Canada

A great deal of imprecision surrounds the definition and the measurement of poverty in Canada and elsewhere. There are a number of measures for poverty including the Statistics Canada Low-Income Cutoffs (LICOs), the Canadian Council on Social Development Income Lines, the Senate Committee Poverty Lines (resulting from the 1971 Report chaired by Senator David Croll and updated annually), various provincial social assistance rates, and the Montreal Diet Dispensary Guidelines. The measure of poverty most frequently used in Canada, however, is the Statistics Canada LICOs. Statistics Canada does not refer to these figures as poverty lines, but indicates that people living below these lines can be said to be living in "straightened circumstances." Most social policy analysts refer to the LICOs as poverty lines.

The process for calculating the low-income cutoffs entails an estimation of the percentage of gross income<sup>(4)</sup> spent by the average Canadian family on food, clothing and shelter. Statistics Canada then increases this amount by 20% and this figure corresponds to a given income level, which is identified as the low-income cutoff line.

<sup>(2)</sup> For the purposes of this report, a child who lives in a family whose income is at or below the Statistics Canada low-income cutoffs is considered poor. Statistics Canada defines as low-income a family spending more than 58.5% of its income on food, shelter and clothing. The actual figures for low-income cutoffs vary according to the size of the family and the place of residence and are updated each year according to changes in the cost of living as measured by the Consumer Price Index. In 1988, the low-income cutoff was \$23,539 for a family of four in a large urban centre (500,000 and over) and \$17,316 for the same family living in a rural area.

<sup>(3)</sup> *Poor Kids: A Report of the National Council of Welfare on Child Poverty*, Ottawa, March 1975.

<sup>(4)</sup> In calculating gross income, Statistics Canada includes wages and salaries before deductions, net income from self-employment, investment income, government transfers, training allowances, private pensions, scholarships and alimony payments.



The basis for the estimation of the percentage of gross income spent on life's necessities is the *Family Expenditure Survey*, an occasional survey conducted by Statistics Canada. During those years when a survey is not conducted, Statistics Canada updates its low-income cutoffs in relation to changes in the consumer price index.

In establishing the low-income cutoffs, further precision is sought by adjusting the figures in reference to family size and urban or rural location. The urban/rural distinction is further refined by the size of the community; the larger the community, the higher the cutoff lines and vice versa. Using these processes, Statistics Canada has come up with 35 separate low-income cutoffs. However, some problems remain.

The use of the *Family Expenditure Survey*, as the basis for calculating the LICOs, is problematic because it excludes certain populations: those living in the Territories, in institutions, on Indian reserves, and those who are members of the armed forces. Similarly, income data for comparing incomes to the LICOs, in order to estimate the numbers of people living at certain income levels, is based on the *Survey of Consumer Finances* (conducted annually), which excludes the same populations. Consequently, the usual published poverty figures will exclude those poor living in the Territories and on Indian reserves.

Measurement problems occur because LICOs are published using different *Family Expenditure Surveys*, referred to as the 1969, 1978 and 1986 based LICOs. Many social policy analysts use the 1986 base in calculating the number of poor children living in Canada. Statistics Canada and Health and Welfare Canada, however, continue to use the 1978 base. According to the *Fact Book on Poverty*, use of the fully revised 1986 base rather than the 1978 base adds 118,000 families and 121,000 unattached individuals to the low-income rolls. The numbers of poor children will also vary according to the age cut-off employed to define children and whether or not native children living on reserves are included in the total.

Using the 1978 base, in 1988, there were approximately 875,000 children living in poverty (excluding those populations identified above).<sup>(5)</sup> Using the 1986 base, in 1988, there were approximately 913,000 children under the age of 16 years living in Canada, and when children of 16-17 years of age living with their parents are included, along with children living on reserves, it is estimated that the figure would exceed one million, hovering at around 1.1 million.<sup>(6)</sup> For these reasons, when figures are quoted in this report, the LICO base being used to measure the number or the percentages is identified in brackets after each figure.

Despite the technical difficulties in precisely measuring the number of poor children in Canada, it is impossible to deny the fact that a significant number of Canadian children (one in six)<sup>(7)</sup> live in circumstances which place them at a greater social, physical and emotional disadvantage over both the

<sup>(5)</sup> Health and Welfare Canada, *Children of Canada, Children of the World: Canada's National Paper for the World Summit for Children*, Minister of Supply and Services Canada, Ottawa, 1990.

<sup>(6)</sup> David P. Ross and Richard Shillington, *Canadian Fact Book on Poverty*, Canadian Council on Social Development, Ottawa, 1989. See also Standing Senate Committee on Social Affairs, Science and Technology, *Child Poverty and Adult Social Problems*, Interim Report, December 1989, p. 3.

<sup>(7)</sup> Proceedings of the Senate Standing Committee on Social Affairs, Science and Technology (Thereafter Proceedings), 3 April 1990, Issue 20, p. 22.



short term and long term. It is time for Canadians and their governments to rethink and confront this disturbing reality.

## B. International Comparisons

While Canada's child poverty rate has remained relatively constant (at approximately 16%) over the past number of years, among industrialized nations, Canadians have very little of which to be proud when it comes to the measures we have taken for safeguarding the well-being of our children. International comparisons of any kind must be done with some caution. As the authors of the *Fact Book on Poverty* indicate, the scarcity of information and the non-compatibility of data and definitions exercise some constraints on our ability to make such comparisons.

Data taken from the Luxembourg Income Study uses a measure of relative poverty which estimates the number of households in a country that have disposable incomes (after taxes and including transfers) of less than one-half of the country's median disposable household income. This provides a more standardized measure which allows for comparisons among different countries. Using this data, Canadian child poverty rates of approximately 16 per cent have remained lower over the years than those of the United States which has a child poverty rate of approximately 20 per cent. However, when we compare our rates to those of other industrialized nations, particularly the Scandinavian countries, the picture is not as encouraging with Norway and Sweden exhibiting rates of 5.6 and 5.2 respectively.<sup>(8)</sup>

The United States and Australia<sup>(9)</sup> recently released reports on child poverty. These reports draw remarkably similar pictures of the negative impacts of child poverty. In these countries, as well as in Canada, children who live and grow up in poverty have many unmet needs. Research and experience demonstrate a strong connection between the greater frequency of unmet needs and adult social problems such as unemployment, physical and mental illness and disability, illiteracy and criminal behaviour.

## C. Poverty, Poor Education and Low Wage Jobs

All too frequently poor children grow up to be poor adults. At least part of this process is attributable to the rates of school dropout among poor children and adolescents. Using current Statistics Canada information, research undertaken for the committee projects that over the next 20 years, approximately 187,000 students will leave school due to poverty (see Appendix I, *Child Poverty and Poor Educational Attainment: the Economic Costs and Implications for Society*).

These high dropout rates will cost Canadians an estimated \$620 million in Unemployment Insurance costs and an additional \$710 million in social assistance payments. If these high dropout rates were eliminated, research estimates that federal and provincial income taxes would rise by \$7.2 billion

<sup>(8)</sup> Standing Senate Committee on Social Affairs, Science and Technology, *Interim Report*, p. 6; Ross and Shillington (1989), *Fact Book on Poverty*, p. 85.

<sup>(9)</sup> National Center for Children in Poverty, *Five Million Children: A Statistical Profile of Our Poorest Young Citizens*, School of Public Health, Columbia University, New York, 1990; Don Edgar, David Keane and Peter McDonald (eds.), *Child Poverty*, Allen and Unwin, Sydney, Australia, 1989.



and consumption taxes by \$1.15 billion. Finally, research indicates that incomes would be \$23 billion higher if poverty-induced dropouts had gone on to complete an average level of education.

Limited educational attainment leads to a disadvantaged employment future for poor children. Today we know that minimum wage jobs provide only a portion of what one needs to meet even the most rudimentary living conditions. In 1975, a full-time worker earning the minimum wage would make 81 per cent of the poverty line (using the 1969 Base). In 1990, this worker would earn only 42.4 per cent of the poverty line income (using the 1986 Base).<sup>(10)</sup>

As a recent American study suggests, a country whose child poverty problem is even greater than Canada's, it is "within our reach" to break this cycle of poverty.<sup>(11)</sup> This Committee heard from many witnesses about interventions that 1) work, 2) that are not stigmatizing, and 3) that can be delivered on terms over which families can exercise some control. Given our knowledge about interventions and the painfully destructive consequences of child poverty, both to individuals and society, it becomes unconscionable not to take action to deal with this problem. Social and economic commentators frequently warn that Canada cannot continue to compete and prosper in the global arena if approximately one-sixth of our children continue to grow up poor, and under circumstances that seriously jeopardize their chances of becoming happy and productive citizens.

Similarly, as recent developments in crime prevention suggest, if we wish to have safer, healthier communities, we must not ignore the problems faced by children at risk of becoming offenders or we will certainly suffer the consequences. Poor children face this risk more than others. Children are the future of any society. There is no sounder investment in Canada's future than an investment in our children. It is disturbing to this Committee, as it is the many witnesses who appeared before us, that the necessity of solving child poverty must be justified in monetary or "bottom line" terms. Nevertheless, if that is required, the figures speak for themselves — but poor children cannot. This report adds an additional voice to those who already speak on behalf of Canada's poorest and most vulnerable citizens.

<sup>(10)</sup> Canadian Council on Social Development, Brief of the Committee, 2 March 1990, p. 8.

<sup>(11)</sup> Schorr, L. *Within our Reach: Breaking the Cycle of Disadvantage*, Doubleday, Toronto, 1988.



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1993

CITY OF HAMILTON-WENTWORTH  
SCHOOL NOURISHMENT TASK FORCE

## A G E N D A

DATE: Friday, May 14, 1993

URBAN MUNICIPAL

TIME: 9:00 o'clock a.m.

MAY 14 1993

PLACE: 15th Floor Committee Room, Regional Offices

GOVERNMENT DOCUMENTS

- 
1. APPROVAL OF MINUTES OF THE APRIL 16, 1993 MEETING OF THE TASK FORCE
  2. OVERVIEW OF AVAILABLE PROGRAMS - VIDEO PRESENTATION
  3. NEEDS ASSESSMENT - UPDATE OF FIRST WORKING GROUP MEETING
  4. WORKING PLAN
    - a) Participation on Working Groups
    - b) Review of Terms of Reference and Mandate
    - c) Establishing a Time Line
  5. MEETING SCHEDULE - CONFLICTS
  6. FOR THE INFORMATION OF THE COMMITTEE
    - a) Canada's Children - The Priority for the 90's - Child and Family Poverty in Canada: A Discussion Paper
  7. ADJOURNMENT

- \* Note: Due to the layoff situation, there will be no refreshments served at this meeting. There is a canteen on the 1st floor of the Ellen Fairclough Building if you wish to stop on your way up to the meeting and buy a coffee there.

Also, please park in the underground parkade at the Convention Centre, and bring the parking ticket to the meeting for validation.

Ruth Greenwood  
Hamilton Public Library  
2nd Fl., 55 York Blvd.  
Hamilton, Ontario  
L8R 3K1







## **MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**

The School Child Nourishment Task Force met on Friday, April 16, 1993 at 9:00 a.m., Room 233, Hamilton City Hall.

**Present:** Chairman (Councillor) D. Agostino  
T. Atterton, J. Bishop, L. Dabols, J. Hutton, D. Knight, K. McInnes, J. Stirling, F. Tassi, J. Sykes, K. D'Andrade

**Absent with Regrets:** J. Duncan, C. Sparling, J. Santucci

**Also Present:** Mmes. Brother Richard McPhee, A.L. Heron, A. Scott, K. Hudspith, T. Johnston, G. Fontaine, M. Gallagher

### **1. WELCOME AND INTRODUCTIONS**

Councillor Agostino welcomed members to the meeting and each member in turn introduced themselves.

### **2. APPROVAL OF MINUTES OF THE MARCH 5, 1993 MEETING OF THE TASK FORCE**

**(Bishop/Atterton)**

Be received and adopted as presented.

**CARRIED.**

### **3. PRESENTATION BY GUEST SPEAKER - Brother Richard McPhee, Good Shepherd Centre**

Brother Richard McPhee addressed the Task Force. In his presentation Brother Richard advised that children are the largest recipients of food in the local food banks. Forty-four percent (44%) of those served in the Food Banks are children.

He continued his presentation by reading a "Reflection of a Mother who lives in Poverty".

Brother Richard provided a portrait of children who go to school hungry and the effects hunger has on children. Poor housing and unemployment contribute to this problem and he explained the affects of hunger on a child's moral well being. He stated that we must keep problems from perpetuating, and stressed the importance of children feeling that they are part of society. We need to involve children in the process and must invite the community to provide input into the work of the Task Force.



The Task Force was given the opportunity to provide input on the presentation.

The Task Force acknowledge the importance of coordinating services, involving parents, making the problem known to the Community, and the vital role which the school system plays.

#### 4. **PROGRAM DESIGN - MODELS**

The Task Force reviewed various models operating in Hamilton (milk programme, share programme, subsidized luncheon program) and the key components of design for models. These included:

- o doing homework into school feeding to develop a stable program
- o bringing children into the process to determine whether or not the program is working
- o making the program less intimidating for the children so they will use the program
- o streamlining process
- o importance of healthy snacks
- o ensuring that there is a commitment to the program

Various programs in progress included:

- o **Breakfast Program - Church of the Ascension**  
Children can receive breakfast prior to school. It is run by volunteers of the Church.
- o **McMaster/Chodoke Hospitals - Freeze System**  
This is a program where Hospital Institutions send food to schools.

#### 5. **FUNDING SOURCES**

The Task Force agreed that there is no real stable source or approach to funding.

There are various communities which have programs in place and those include:

- o **Nova Scotia - Provincial Milk Programme**  
Each child for .5¢ can purchase milk and this program is also supplemented by the School Board and parent volunteers
- o **British Columbia**  
They are very aggressive in this field. The Provincial Government provides over 2 million dollars a year into various programs.



- o **Montreal**

They are very innovative. Parents are volunteering in the schools and the feeding program is integrated into the school system. They also conduct cooking classes.

The Task Force discussed other Funding Sources:

- o Ministry of Education and Ministry of Community and Social Services
- o Private Sector
- o Humanity Funds available from Unions  
i.e. Steel/Auto/Paperworkers
- o Farmers Market  
Councillor Agostino who is a member on the City Farmer's Market Sub Committee will explore the avenue of utilizing surplus from the Market for various programmes.
- o Canadian Living Foundation
- o Children pooling food
- o High Schools - Home Economic Classes sharing food with the elementary schools
- o Federal Government - could provide stable funding through an act of parliament

## 6. **DEVELOPMENT OF WORK PLAN**

The Task Force discussed the formation of Working Groups to address various issues identified by the Task Force. The Working Groups would work towards completing various tasks, and would report back to the Task Force as a whole with recommendations.

The Three Areas to be identified are:

1. **Funding**
  - o Explore resources, establish partnerships
2. **Public Education**
  - o Require a back-up to funding, explore ways to sensitize teachers
3. **Program Models/Needs Assessment**
  - o Assist in ascertaining which models fit a particular community
  - o Identify needs of community

The Task Force decided that the Needs Assessment would be the first priority. A working group would be established to determine the size of the problem and design a Needs Assessment.



Volunteers participating on the Needs Assessment Working Group include:

Filomena Tassi, Lynn Dabols, Kathy McInnes, Donna Knight, Judith Bishop and Janet Hutton

The Committee Secretary was requested to forward a questionnaire to the members of the Task Force outlining the three areas identified for a Work Plan and request volunteers for the specific working groups.

Staff were directed to bring back to the next Task Force meeting a list of what presently exists in the Community with respect to available programmes. (i.e. schools, community at large, agencies)

It was also suggested that the Ontario Health Survey could be utilized as a tool in compiling information.

## 7. FOR THE INFORMATION OF THE COMMITTEE

The following items were received:

- a) Reporting on Child Poverty: the efforts of Campaign 2000
- b) The Economic Circumstances of Ontario's Families and Children
- c) Chapter Two: A Disturbing Reality: One in Six Canadian Children Live in Poverty
- d) Meeting Schedule

(Tassi/Dabols)

That the Task Force meet on the second Thursday of every month.

**CARRIED.**

The Committee Secretary was directed to forward a revised Committee meeting schedule to members for their information.

The Committee adjourned at 11:00 a.m.

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary



# SCHOOL CHILD NOURISHMENT TASK FORCE NEEDS ASSESSMENT

3.

In an effort to provide a level of anonymity, please identify your school only by the following information:

BOARD \_\_\_\_\_ POSTAL CODE \_\_\_\_\_ GRADES \_\_\_\_\_ ENROLLMENT \_\_\_\_\_

Please attach a sheet if additional space is required

## 1. Milk Availability

- Is milk available to students? ☐ Yes ☐ No
- If milk is available to students, what type is available ?  
☐ Skim ☐ 2 % ☐ Whole ☐ Chocolate
- If milk is unavailable, what reasons have contributed to this? (check all that apply)  
☐ No refrigeration ☐ No delivery ☐ Spoilage  
☐ Not enough demand ☐ No demand ☐ Not enough time  
☐ Students bring their own ☐ Students prefer juice ☐ No one to distribute  
☐ Never Tried ☐ Other \_\_\_\_\_
- Does the school participate in the Ontario Milk Marketing Board milk program? ☐ Yes ☐ No

## 2. Availability of other Beverages

- Please check all beverages that are available at the school on a regular basis.  
☐ Unsweetened Juices ☐ Sweetened Juices/Fruit Drinks ☐ Soft Drinks (Regular)  
☐ Soft Drinks (Diet) ☐ Hot Chocolate ☐ Other \_\_\_\_\_

## 3. Vending Machines

- Are there any vending machines in the school (other than milk)? ☐ Yes ☐ No
- If yes, how many machines \_\_\_\_\_; What types of food/beverages are sold (please list)  
\_\_\_\_\_

## 4. Eating at School

- At what times is food available? ☐ Before School ☐ a.m. Recess ☐ Lunchtime ☐ p.m. Recess ☐ Anytime
- What percentage of students usually stay for lunch? \_\_\_\_\_ %
- Where do children eat their lunch? Please check all that apply.  
☐ Classroom ☐ Gymnasium ☐ Lunchroom  
☐ Other \_\_\_\_\_
- Please describe the supervision of students at lunchtime.  
\_\_\_\_\_
- How much time do children have to eat their lunch? \_\_\_\_\_
- Are students allowed to take food out on the playground at recess / after lunchtime? ☐ Yes ☐ No
- Are students allowed to eat food in the classroom? ☐ Yes ☐ No

## 5. Opinion

We are interested in your opinion about how accessible food is to hungry children and their comfort and willingness to ask for food or tell someone at school that they are hungry. Please share your opinion.  
\_\_\_\_\_

Draft Copy

Please Turn Over



## 6. Availability of Food

● HOW OFTEN ARE THE FOLLOWING FOODS SERVED OR SOLD ?	FREQUENCY				● IS THIS RELATED TO FUND RAISING?
	Less than once/week	1 - 2 times / week	3 - 5 times / week	Never	
Candy / Chocolate Bars, Gum					
Snacks ie., Potato chips/Popcorn					
Ice Cream / Frozen novelties					
Pastries / Cakes / Cookies / Donuts					
Granola Bars					
Nuts/Seeds					
Crackers & Cheese / Peanut Butter					
Fresh Fruit					
Soup					
Muffins					
Cereal					
Pizza					
Hot Dogs / Hamburgers					
Yogurt					
Milk					
Other (please specify)					

## 7. Sources of Food

- What sources of food are available to children in your school and how often are they used. Please check all that are applicable.

SOURCES OF FOOD	FEE	SUBSIDIZED FEE	DONATION		AVERAGE No. OF STUDENTS / WEEK
			Funds	Food	
Sales to Students					
Fund Raising					
Social Agencies					
Teachers Federations					
Board Funds					
Churches/Community					
Home&School / PTA					
Corporate					
Other					



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# Canada's Children



**THE PRIORITY FOR THE 90s**

**Child and Family Poverty in Canada:  
A Discussion Paper**



Developed by  
The Child Poverty Task Force







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## ACKNOWLEDGEMENTS

This report highlights issues and concerns about the extent and depth of child poverty in Canada. It indicates the members' perception that structural, political and economic forces, rather than personal factors, are major causes of child poverty. The focus, then, is on developing comprehensive national strategies as well as specific, targeted local initiatives to eliminate child poverty. Even as the Child Poverty Task Force met, from September 1990 to April 1991, the number of poverty stricken families grew enormously, and many Canadians came to recognize their vulnerability. The urgency of concrete decision making and action cannot be overemphasized. It is our hope that this report will assist in identifying potential strategies to be further developed at the symposium *Canada's Children: A National Priority for the '90s*, and will be useful to the symposium in fostering momentum for change.

The Task Force members wish to give special recognition and thanks to Katherine Scott for her major contribution to the development of this report. While all members of the committee were committed to the task, it was Katherine who, voluntarily and despite the constraints of her job, was the writer. She cheerfully responded to suggestions of the group in a process which involved at least the usual succession of redrafts.

The Task Force would also like to acknowledge the valuable contribution of a number of people who reviewed a draft of this report. These include Laurie Beachell of the Coalition of Provincial Organizations of the Handicapped, Carrie Butcher of the Ontario Council of Agencies Serving Immigrants, Graham Riches of the University of Regina Faculty of Social Work, Jean Swanson of End Legislated Poverty, Vancouver, and Lise Corbeil of the National Anti-Poverty Organization. While Task Force members assume total responsibility for the content, the reviewers' suggestions helped to shape the report, and indicated issues and strategies which will enliven conference discussions.

Finally, we want to acknowledge the assistance of the Children's Services Branch of the Ontario Ministry of Community and Social Services. By providing support staff and meeting space the Ministry greatly facilitated the process of preparing this paper.

Gail Aitken, Chair

## PREFACE

This paper has been prepared by the Child Poverty Task Force in preparation for the 1991 symposium *Canada's Children: A National Priority for the '90s*.

The mandate of the Task Force was to prepare a national consultation paper to guide the development of national strategies in the area of child and family poverty to secure the well-being of all children in Canada.



## UNITED NATIONS CONVENTION ON THE RIGHTS OF THE CHILD

The following is a list of those articles in the United Nations Convention that pertain to child poverty.

### Article 26

1. States Parties shall recognize for every child the right to benefit from social security, including social insurance, and shall take the necessary measures to achieve the full realization of this right in accordance with their national law.
2. The benefits should, where appropriate, be granted taking into account the resources and the circumstances of the child and persons having responsibility for the maintenance of the child as well as any other consideration relevant to an application for benefits made by or on behalf of the child.

### Article 27

1. States Parties recognize the right of every child to a standard of living adequate for the child's physical, mental, spiritual, moral and social development.
2. The parent(s) or others responsible for the child have the primary responsibility to secure, within their abilities and financial capacities, the conditions of living necessary for the child's development.
3. States Parties in accordance with national conditions and within their means, shall take appropriate measures to assist parents and others responsible for the child to implement this right and shall in case of need provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing.
4. States Parties shall take all appropriate measures to secure the recovery of maintenance for the child from the parents or other persons having financial responsibility for the child, both within the State Party and from abroad. In particular, where the person having financial responsibility for the child lives in a State different from that of the child, States Parties shall promote the accession to international agreements or the conclusion of such agreements, as well as the making of other appropriate arrangements.

**CHILD AND FAMILY POVERTY IN CANADA:  
A CONSULTATION PAPER**

**WHAT IS THE PROBLEM?**

*"Canadians like to believe that ours is a society in which all children are born with equal chance to rise as far as their abilities will carry them. Though they begin their lives in very disparate circumstances, we comfort ourselves with the belief that success is as attainable for the child of humblest origins as the most affluent. The facts, however, are otherwise. To be born poor in Canada does not make it a certainty that you will live poor and die poor -- but it makes it very likely." (1)*

More than one million children are living in poverty today. Children under the age of 18 make up the largest single group of people living in families with low incomes. They account for almost half of the Canadians who rely on food banks for their basic nutrition every month.

Although the federal government points with satisfaction to the decline in absolute numbers of poor children since 1984, there are still more children living in poverty today than there were 10 years ago despite the fact that the total number of children is now declining. And the depth of poverty that these children experience is greater, with many more young people living at only 50 to 60 per cent of the poverty line, depending upon their place of residence.

To make matters worse, the Canadian economy is now in the throes of another recession. The national unemployment rate hit 10.2 per cent of the Canadian labour force in February 1991; in real numbers, roughly one and half million people are out of work. Unemployment is especially prevalent among visible minority and immigrant families and those families headed by a woman or a disabled person.

In this economic climate, poverty is not far away for many children and their families. The cause can be as simple as the loss of a job, an unexpected illness, or the breakup of a marriage. The instability of the labour market and the inadequate level of



social assistance available across Canada place many families on an economic roller coaster that can have a devastating impact upon children.

Consider the following. An average poor family of four in Canada that relies on social assistance for income, after paying \$400 per month in rent and purchasing food and clothing, will be left with \$1.33 per day for each member of the family as detailed in the table below.

Let's take the case of the same family, but with one family member working at the minimum wage. After paying rent and buying basic goods, each family member is actually living at a daily deficit of \$1.92. This family must turn to food banks and other charitable organizations just to survive. Many times, children and other family members go without.

TABLE 1

MINIMUM DAILY INCOMES AND ESSENTIAL EXPENDITURES\*  
PER PERSON IN POOR FAMILIES, FOUR PERSON FAMILY, 1990<sup>1</sup>

Type	Daily Income**	Rent and Utilities	Food	Clothing	Household and Personal	Daily Balance
Average poor***	\$11.35	4.61	3.92	0.85	0.64	+1.33
Social Assistance	\$11.15	4.61	3.92	0.85	0.64	+1.13
Minimum Wage	\$8.10	4.61	3.92	0.85	0.64	-1.92

\* Daily expenditures are those recommended by the City of Winnipeg Social Services Department for families on social assistance.

\*\* Daily amount of income should be adjusted upwards slightly in a few provinces due to provincial child benefits, but adjusted downwards for the average poor and minimum wage families due to the payment of income taxes. These adjustments will not substantially alter the daily amounts shown.

\*\*\* This represents the family with the average Canadian poverty gap income in 1986. This family's income is a mix of employment income and government transfers (including social assistance).

It is difficult to imagine how we in Canada can describe ourselves as a just and caring society when we allow children to grow up in families that, by any standard reasonable for advanced industrial countries, are struggling in poverty.

In 1975, the National Council of Welfare published a report on child poverty. The report, which was entitled Poor Kids, concluded that the "decisions that we make today will determine the life chances of over one-quarter of Canada's children."<sup>2</sup> Fifteen years later, one in six children in Canada still face a life of poverty and the number is on the rise. The time for waiting has passed; we can no longer ignore child and family poverty. We hope that this report, in describing the struggles of poor children and their families, can contribute to a better understanding of the choices that must be made for tomorrow.

## WHO ARE THESE CHILDREN?

### Extent of Child and Family Poverty

"We are talking about one in six children being in poverty ... if we were talking about one in six household appliances not working, we as consumers, would be outraged. If we were talking about one in six cars being unsafe, well, we would pull the law out to breathe down the backs of the auto makers. But when we talk about one in six children living in poverty and being disadvantaged, we lament that, we wring our hands, but we do not get angry, we do not really get, quite frankly, pissed off." (2)

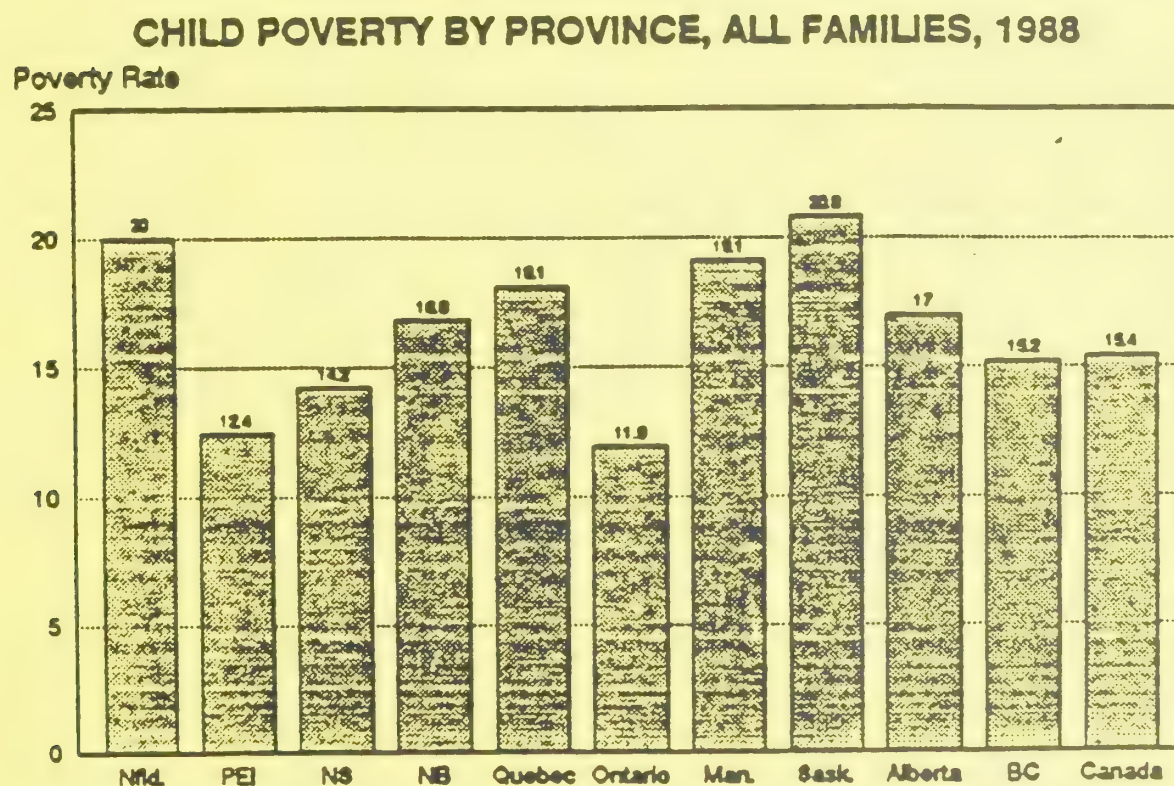
In 1988, one in every six children under the age of 16 - fully 913,000 children - lived in low-income families according to Statistics Canada.<sup>3</sup> If we include 16 and 17-year-olds living with their parents, and native children living on reserves across Canada, the total number of poor children exceeded one million.<sup>4</sup>



Despite the prosperity that many regions of Canada enjoyed during the latter half of the 1980s, the national child poverty rate never fell below 15 per cent.<sup>5</sup> In fact, the number of poor children actually increased over the past decade, despite an overall decline in the total child population of 3.7 per cent.<sup>6</sup> In other words, child poverty is more extensive today than it was at the beginning of the 1980s.

Of the total number of poor children, the majority live in two-parent families.<sup>7</sup> But children growing up in single-parent families are more likely to be poor. When a marriage breaks down, for example, women and children often experience a significant decline in their standard of living in large measure because of the discrimination that women continue to face in the labour market. In 1988, almost two-thirds of the children in families headed by single mothers were living in poverty (384,000 out of 627,000).<sup>8</sup>

FIGURE 1



The highest child poverty rates in 1988 were in Saskatchewan and Newfoundland; Ontario and Prince Edward Island had the lowest rates.<sup>9</sup> The incidence of child poverty is particularly high in provinces or regions where there is pervasive unemployment and where, consequently, families turn to various types of social assistance to support themselves. Due to the recession in Canada during 1990-91, we can expect the number of children living in poverty to be higher today within every province than in 1988.

Looking at a group of children often excluded from national surveys, more than half of all native children in Canada are poor. This is due in large measure to the deep-seated discrimination that native people experience in Canada. The extent of child poverty is especially high on reserves where unemployment can approach 100 per cent. The overall rate of poverty among native families (both on-reserve and off-reserve) is almost three times that of non-native families.<sup>10</sup>



TABLE 2

POVERTY RATES FOR NATIVE CHILDREN, 1986 CENSUS<sup>11</sup>

	Native Children	Mixed Children of Native Background
Poor Children	87,085	35,195
All Children	171,860	131,845
Percentage of Poor Children	51%	27%

Racial minority, immigrant and refugee children, like Native children, are more likely to grow up in poverty. The 1986 Census determined that there were roughly 425,000 visible minority children in Canada.<sup>12</sup> Typically the last to be hired and first to be fired, these groups suffer higher rates of unemployment than the general population. Barred from many jobs because of language difficulties, lack of training or discrimination in hiring practices, many immigrants and refugee workers and parents are forced into low-level jobs in which their marginal status makes them vulnerable to exploitation. Refugee claimants, moreover, are prohibited from working in Canada and consequently must rely on social assistance to life. Low income compounds the problems that many children face adjusting to an often radically different culture and language.

Another extremely vulnerable group of children in Canada that have received little attention to date are the children of disabled people. We can gain some idea of their situation by looking at the income statistics for disabled Canadians.

In 1986, nearly one million disabled people of working age (15 to 64 years) - that is 55.7 per cent of the total number of disabled Canadians of working age - receive an income of less than \$10,000 compared to 45.6 per cent of the general working population.<sup>13</sup> The pervasive poverty among disabled people is

intricately tied to their employment status and the systemic discrimination that they face in the labour market. Fully one-half of disabled people do not work for a wage, but many would if gainful employment were available.<sup>14</sup> This situation continues to exist despite the introduction of Employment Equity legislation at the federal level. Critics maintain that the situation of disabled people and other groups that face discrimination in the labour market will not improve unless governments strictly enforce compliance with employment equity goals.

Unemployment among disabled people has a very tangible effect on children of disabled parents, who stand a very good chance of growing up in poverty. Similarly, families with disabled children do not often have the resources to meet their unique and - often expensive - needs.

#### Depth of Child and Family Poverty

*"... when it comes to working I'm not asking for a lot of money ... I just want to make it to the poverty line ... I need about \$8.00 to \$10.00 an hour to bring me to the poverty line with my family ... I think we could live quite well on that money ... just for once in my life ... I'd like to live on the poverty line..."*

Single Mother with two children, Nova Scotia (3)

Poverty statistics can give us a snapshot of how many families or children are living below a given income level at one point in time. But we also need to assess the depth of poverty among children and families in order to understand the magnitude of the problem and to develop feasible solutions. The figures tell us that roughly one million children live in poverty. But the fact that the majority live at income levels substantially below the poverty line makes the picture more bleak.

Most Canadians who live below the poverty line receive social assistance or disability pensions. The poverty rate is much higher



among families in which adults do not have full-time work for the whole year and must rely on various forms of income support programs to supplement their income. In 1986, the overwhelming majority of Canada's poor children - 702,000 in all - lived in families that were largely dependent upon government transfers.<sup>15</sup>

A common misperception is that people on social assistance are maintained at least at the poverty line. (See Appendix 6.2) In fact, a survey of social assistance rates across Canada reveals that benefits are, on average, only 55 per cent of the poverty line as the following table demonstrates.

TABLE 3

**BASIC SOCIAL ASSISTANCE\* INCOMES AS A PERCENTAGE OF THE  
POVERTY LINE\*\*, 1990**

Province	One Adult, Two Children***		Two Adults, Two Children****	
	Percentage	Income	Percentage	Income
Newfoundland	49.3%	\$10,560	47.1%	\$11,628
P.E.I.	71.1	13,620	70.2	15,420
Nova Scotia	57.1	12,228	57.6	14,220
New Brunswick	43.8	9,384	39.9	9,840
Quebec	45.8	11,169	46.3	12,996
Ontario	62.0	15,120	69.0	19,464
Manitoba	45.2	11,033	48.2	13,549
Saskatchewan	60.2	12,900	62.3	15,360
Alberta	53.4	13,032	55.9	15,696
British Columbia	50.8	12,396	48.8	13,728

\* Basic social assistance income includes allowance for food, clothing, personal care, household maintenance, shelter and utilities.

\*\* Since Statistics Canada adjusts the value of its low income cut-offs for size of community, the cut-off for each province's largest city has been used as the poverty line. Estimates of 1990 low-income cut-offs (1986 Base) were used in these calculations. The figures have been rounded off. See Appendix II.

\*\*\* One adult refers to a single parent. Single parents are classified as permanently unemployable due to family responsibilities in most provinces. Only Ontario has a separate benefit category for long-term single parents.

The children are 10 and 13 years of age.

\*\*\*\* For the purpose of this chart, two adults in the permanently unemployable category (due to old age, disability or family responsibility) has been used. The children are 10 and 13 years of age.

What does this mean for children? Across the country, children make up a sizeable proportion - roughly 40 per cent - of those who receive social assistance.<sup>16</sup> The Social Assistance Review Committee in Ontario found that 4 of every 10 persons who drew on social assistance in 1987 were children under 18 years of age - almost 9 per cent of all the children in Ontario.<sup>17</sup> In real numbers, 207,000 children in Ontario lived in families that received some form of social assistance - many in single-parent families on the Family Benefit Allowance program.

By the end of 1990, the number of children on social assistance had grown by a staggering 131,000 to a total of 338,000 - enough children to fill Toronto's SkyDome twice over. More than 102,000 children have come onto social assistance between July 1989 and January 1991.<sup>18</sup> This dramatic increase represents the devastating impact that the deteriorating economy is having on children and their families in Ontario.

In other provinces as well, the number of children on the social assistance rolls is climbing. In British Columbia, where the impact of the recession has been less severe, the number of children on welfare started to rise again in 1990 after five years of decline. What is particularly disturbing is the significant increase in the number of single-parent families now drawing social assistance benefits and, consequently, raising their children at income levels substantially below the poverty line. The number of single-parent families in B.C. on social assistance has increased 60 per cent between 1981 and 1988.<sup>19</sup>

As the economy slides into a deeper recession and Bill C-23, the new legislation mandating changes to the unemployment insurance program, is implemented,<sup>20</sup> we are seeing more families turning to social assistance. In many instances, they must turn to food banks and soup kitchens to feed their children. According to the



Canadian Association of Food Banks the majority of the people who use their food banks are social assistance recipients.<sup>21</sup> Of the total number of users, almost half were children in 1989 and again in 1990 - that is roughly 225,000 children across Canada.<sup>22</sup>

The children of the working poor are also lining up at Canadian food banks. These children live in families where the combined earnings of one or more parents or other adults in the family is still below the poverty line.<sup>23</sup> The 1977 Report of the National Council of Welfare, Jobs and Poverty, accurately describe the working poor as:

a large group of workers who are denied even the fundamental right of an adequate wage - a group which occupies a curious and unenviable position in our economy. They work, but their earnings are not sufficient to meet their basic needs. They are poor, yet we offer them little in the way of special support. They are the working poor, the forgotten poor in Canadian society.<sup>24</sup>

Working poor families are still struggling with few supports. The rate of working poverty grew through the 1980s, partly because of the growing number of people forced to work in the part-time labour force, and partly due to the erosion of wage levels. These factors also exacerbated the precarious existence of the near-poor: people whose family income hovers so close to the edge of poverty that any change in their situation, such as a disabling accident, can precipitate an economic crisis.

The nationwide erosion of the minimum wage rate has been a very troubling trend for people working at the low end of the job market. If we look at income trends, minimum wages have not kept pace with inflation over the past decade. Since 1975, minimum wage rates fell an average of 30 per cent in Alberta, British Columbia and Quebec and more than 20 per cent in the other seven provinces.<sup>25</sup> By contrasting 1990 minimum wage levels with the poverty line for a single parent with two children, we learn that, like social assistance recipients, people who work full-time at a minimum wage earn less than a poverty level income.<sup>26</sup>

TABLE 4

A COMPARISON OF MINIMUM WAGE INCOME TO THE POVERTY LINE INCOME  
FOR ONE PARENT WITH TWO CHILDREN, 1990

Jurisdiction	Minimum Wage*	Annual Minimum Wage Income**	Poverty Line***	Income as % of Poverty Line
Federal	\$4.00	\$7,904	\$24,396	32.0%
Nfld.	4.25	8,398	21,427	39.0
P.E.I.	4.50	8,892	19,082	46.0
N.S.	4.50	8,892	21,427	41.0
N.B.	4.50	8,892	21,427	41.0
Quebec	5.00	9,880	24,396	40.0
Ontario	5.00	9,880	24,396	40.0
Manitoba	4.70	9,287	24,396	38.0
Sask.	4.75	9,386	21,427	43.0
Alberta	4.50	8,892	24,396	36.0
B.C.	5.00	9,880	24,396	40.0

\* Minimum wages are those in effect in April, 1990.

\*\* Minimum wage income is based on a 38 hour work week, and 52 weeks of work.

\*\*\* The cut-offs for each province's largest city has been used to calculate the poverty lines. See Appendix II.

Given the erosion of minimum wage levels and social assistance rates over the past decade, it is not surprising to learn that there has been little income redistribution. The top 20 per cent of families (those with 1989 incomes in excess of \$69,553) continue to receive 40 per cent of all family income, as they did a decade ago. The lowest 20 per cent (those with 1989 incomes below \$24,390) received 6.2 per cent of total income in 1979 and only 6.5 per cent in 1989.<sup>27</sup>

Statistics cannot describe what it is like to grow up poor. Canadians must understand what it means to go to school hungry because there is not enough money for food, and to be surrounded by classmates dressed in designer clothes. The next section will look at the impact of poverty on the lives of children.



## WHAT IS THE IMPACT OF POVERTY ON CHILDREN?

"To be born poor is to face a greater likelihood of ill health - in infancy, in childhood and throughout your adult life. To be born poor is to face a lesser likelihood that you will finish high school; lesser still that you will attend university. To be born poor is to face a greater likelihood that you will be judged a delinquent in adolescence and, if so, a greater likelihood that you will be sent to a correctional institution. To be born poor is to have the deck stacked against you at birth, and to find life an uphill struggle ever after." (4)

Poverty hurts children. Living in families with few material resources has an enormous personal impact on children - an impact that not only affects their emotional and physical well-being, but also affects what they eat, how successful they will be in school, what recreational activities they participate in, where they live and in what degree of safety, and the quality of care they receive.

### 3.1 Physical and Emotional Health

"When we say 'children in poverty', it is not a joke. These children have absolutely nothing to eat. One of my staff went to a house last week where there was a two-month-old baby drinking cherry Kool-Aid; that is a fact ... You are going to end up paying, whether it is provincial or federal, for this kid for the rest of her life. She is going to go to school and not be able to function." (5)

While poverty does not inevitably cause poor physical and mental health, the association between poverty and well-being is well established and consistent. The paper entitled "The Health of Canada's Children," prepared for this conference, identifies poverty as a critical factor in predicting health outcomes for children. Data collected over the past decade have established that poor children in Canada have substantially poorer health than other children.<sup>28</sup>

Poor children in Canada struggle against the following odds:

- \* Babies of low birth weight are twice as common among the poor. Low birth weight is a critical factor because it is the single most important cause of infant mortality, especially in the neo-natal period (0 to 28 days), and is directly related to a higher incidence of mental and physical disability.
- \* The infant mortality rate for the poorest areas of Canada is twice that of the wealthiest areas.
- \* The infant mortality rate for native babies is twice the national average; the rate for Inuit babies is four times the national average.
- \* Death from accidents is twice as common among poor children and three times the national rate for native children. Death by fire, falls, drowning, and motor vehicle accidents are more than four times as common.
- \* The suicide rate among poor children is higher than among children from higher income groups. The suicide rate is 5 to 11 times the national average for native children and youth.
- \* The prevalence of psychiatric disorders and school-related problems is twice as high for children living in families receiving social assistance.

### Educational Attainment

*"Two years ago I had a student who would fall asleep at about 1:30 every afternoon. He was in my R.L.A. class. I talked to his mother about this problem and she said he delivered fliers at 5:00 a.m. each morning and came home and went back to bed until it was time to go to school. She said he often cried because his hands were so cold. This student was in Grade 2!" (6)*

Another alarming implication of child poverty, as the paper on "Children and Education" points out, is its impact on the educational and economic future of children. Poor children do not do as well in school as their counterparts living in higher-income families. For example:

- \* Twice as many poor children fall behind in education by the age of 15, compared with non-poor children.



- \* Poorer children tend to repeat grades more often and are twice as likely to drop out before the completion of secondary school.

It has been estimated that roughly 27 per cent of Canadian teenagers drop out of school before the completion of secondary school. The percentage of young people living in poor families who drop out of school is almost twice as high - 45 per cent.<sup>29</sup>

There are concrete reasons why poor children don't do well in the school system. At a basic level, lack of adequate nutrition hinders a child's ability to concentrate on learning. Another reason is that many young people are now attempting to combine part-time work and full-time school in order to supplement their families' income or to support themselves if they happen to be living alone. As many as 80 per cent of the students in secondary school hold down part-time jobs.

The consequences of poor school experiences are significant. Over the next 20 years, approximately 187,000 students will leave school due to poverty. As a result, these young men and women will have much greater difficulty securing well-paid employment, in part, because a large number will not have the requisite level of literacy that the growing number of jobs in today's economy demands.<sup>30</sup> Illiteracy is a particularly serious problem within the native and Francophone communities. It has been estimated that young people who drop out of school over the next 20 years because of impoverished living conditions will lose \$23 billion in income that they would have earned had they completed high school.<sup>31</sup>

For example, a man with an elementary education can expect to earn a total of \$1,100,000 during his working years. By contrast, a man with a post-secondary degree can expect to earn \$2,600,000 - more than twice as much. The difference in income potential is more pronounced for women. For example, a woman with an elementary education can expect to earn a total of \$400,000, whereas a woman with a university degree will earn \$1,400,000.<sup>32</sup>

Growing up in poverty, then, is linked with poor educational attainment. And individuals who do not complete high school in

today's economy are severely hampered in future efforts to provide financial security for themselves and their children.

### The Stigma of Poverty

*I began to think less of myself because I was poor. I was afraid that it would never change. Also, I never had enough food when I was with my parents. I was always sick when my friends were healthy.*

*[At school] I had a behaviour problem. I was always fighting, usually because I was laughed at. I did not have the clothing, the modern, in-style clothing, and I was laughed at a lot, so I fought and began thinking less of myself. I did not think I needed an education, because I was not going anywhere ...*

*In conclusion, the biggest reason a child feels he is poor is because he has nothing. So they think of themselves as nothing, and do not think they deserve or should have an education. (7)*

A recital of statistics about poor outcomes related to child poverty obscures the equally profound impact that poverty has on children's self-esteem and competence. The reality of poverty is very difficult for children who are constantly reminded of their status in school or on the playground. The week-to-week requests for money for school-related activities effectively sets poor children apart from their more affluent peers and reinforces their low self-esteem. One mother in North Bay cut into monthly food money in order to pay for extra school items for her daughter:

*She had to have a new lock, from the school; she had to have a uniform for gym, from the school; some kind of French book and a couple of other odds and ends. It added up to about \$54. I knew that was automatically gone. And that was less money for groceries ... I don't want her losing marks just because she can't afford to get some things.<sup>33</sup>*

Among students themselves, there is a strict hierarchy between children who meet the middle-class standard and children whose



clothing and possessions are found wanting. The Canadian Teachers' Federation Report concludes that today's students are very status-conscious. "Winners and losers are sorted by designer [label] into an immutable class system."<sup>34</sup>

Poor children suffer daily the loss of dignity and self-esteem. Children living in poor families are keenly aware of their financial circumstances. A 14-year-old boy writes:

*I love sports but I can't participate in anything because we have no money for equipment. We can never do anything because of lack of money. I feel as if it will always be this way.*

The North Bay study cited above estimated that it cost \$683 a year in 1989 for one child to play hockey in the local league. This money represents almost the entire monthly earnings of a parent working at minimum wage in Ontario.

Being poor places children at an enormous disadvantage in all aspects of their lives. Poverty carries with it the loss of economic and social power, of personal freedom and of physical and mental health. For children, this means believing they do not deserve a rich and fulfilling life, free from the economic insecurity. Poverty represents the loss of hope.

As we now know so much more about the devastating long-term impacts of poverty on children, why is it allowed to persist?

#### 4. WHY ARE CHILDREN LIVING IN POVERTY?

*"Children are poor because their parents are poor. So to eradicate child poverty, we have to get to the root of family poverty - unemployment and low wages." (8)*

No one single factor causes child poverty. In effect, when we speak of child poverty, we are talking about family poverty and the difficult economic circumstances under which many parents care for and support their children - circumstances not of their own making.

It's an important point, because there is a widespread belief that people are poor because of individual failings, that with hard work anyone can raise themselves above their impoverished situation. This individualistic perspective obscures the reality that we live in a society where there is an inequitable distribution of wealth and opportunity and that all wage earners - in particular, women, disabled people, immigrants, and members of racial minorities - are largely disadvantaged in the pursuit of economic security.

For the majority of working Canadians who must rely exclusively on their own labour power, economic security is a precarious thing. Without the buffer that wealth provides, most people of working age are prey to the vicissitudes of the market place despite individual assets such as education. Parents and other workers will have a great deal of difficulty making ends meet where there is:

- 1) a lack of well-paying, steady employment opportunities for all members of a community;
- 2) a lack of adequate income security programs such as disability pensions and unemployment insurance; and/or
- 3) a lack of adequate social supports such as child care and affordable housing for families raising children.

The recession of 1990-91 has shown that no one is immune to an economic downturn. We all have a collective interest in challenging an economic and political system that sustains the inequitable creation and distribution of wealth and opportunity - a system that endangers the healthy development of one million children in Canada.

The next section looks at each of the causes of poverty in turn.

#### 4.1 Employment Trends and Economic Policy

*"... I simply cannot work for wages that will not support my three children and me ... They keep telling you that to get started you have to start at the bottom*



... if the bottom is minimum wage I can't get started  
 ... Maybe married or single people can work for those  
 wages ... I can't ... How can you support a family with  
 this type of money?"

Single mother with three children trying to leave social  
 assistance, Saskatchewan (9)

Families are having greater difficulty making ends meet. The current recession magnifies the devastating human cost of the transformation of the Canadian economy. In the absence of progressive government action to steer economic change and to support the workers and families who are detrimentally affected in the process, poor employment opportunities and depressed wage levels will continue to endanger the healthy development of a generation of children.

The globalization of production, the move toward freer trade in the global marketplace and the impact of new technologies are some of the critical factors that are changing the fundamental character of the Canadian economy. The Canadian economy, that once relied upon the resource extraction and manufacturing sectors as major employers, is now largely dependent upon the vitality of the service sector to provide jobs and incomes for the majority of Canadian families. Indeed, fully 90 per cent of employment growth since 1967 has been in service-producing industries.

However, this shift away from manufacturing to services over the past 20 years has resulted in the replacement of many middle-income, blue-collar industrial jobs. These jobs have been displaced by well-compensated, highly skilled stable jobs in the financial, business and public service sectors on the one hand, and by "nonstandard" jobs in consumer and retail service sectors. Nonstandard jobs - which have grown to constitute 30 per cent of total employment - are low-paid and low-skilled and offer little or nothing in the way of benefits, opportunities for advancement, and job security.<sup>35</sup>

If we look further at the growing segmentation of the labour market - a phenomenon the Americans have called the "shrinking

middle" - we find that it is groups of workers who have historically experienced discrimination in the workplace that continue to be congregated in the lowest strata of jobs. The decline in number and share of middle-income jobs means that it will be increasingly difficult for these workers to break out of marginalized job ghettos in the service sector. Similarly, it will be difficult for middle-income workers to hang onto their jobs and prevent their fall down the employment ladder.

Families have held their own in the face of deteriorating wage levels during the 1980s because of the continuing entry of women into the paid labour force. The worry at the present time is that this safety valve is no longer available; the majority of women of working age are now in the labour force. Even with the combined incomes of both parents, many families are still struggling in today's harsh economic climate, especially in situations where critical support services such as child care are not readily accessible. The situation is particularly acute for single parents.

Poor performance of market incomes between 1973 and 1986 was the root cause of the persistence of poverty throughout this period. Governments have had to contribute more and more just to offset the erosion of wage levels and inability of employment growth to keep pace with household formation.<sup>36</sup>

Taken together, these changes in the job market signal hard times for many Canadian families and their children. Succinctly stated by the Economic Council of Canada, "the labour market is offering economic security to fewer Canadians."<sup>37</sup>

There does not appear to be any change in sight for poor children and their families. The Council has suggested that the Canadian labour market in the 1990s will be defined by the following features:

- \* slow growth of the work force, with an older profile;
- \* increasing employment in the service activities;
- \* more work with high knowledge content;
- \* concentration of 'good' jobs in cities;
- \* growth of nonstandard employment forms; and, possibly,



- \* widening disparities in the quality of jobs and in the degree of economic security they provide for workers.<sup>38</sup>

No country can escape the impact of the transformation of the world economy. But, the persistence of unemployment, marked regional disparities, and a steady, long-term rise in the rate of joblessness are signs that certain regions - notably Atlantic Canada - and low and middle income families are paying the highest price in this process of economic change.

In the face of economic change of this magnitude, the federal government has chosen to pursue a top-down recovery program that, in effect, has further exacerbated the inequities that exist in the marketplace. Since 1978, Ottawa and the business community have collectively turned away from the post-war commitment to high employment and emerging welfare state programs in favour of a private-sector-led recovery program for economic growth. Whereas social expenditures were previously credited with being a source of stability and economic growth within a Keynesian economic framework, current neo-liberal economic philosophy maintains that the same expenditures are an unproductive, inefficient drain on scarce resources, that also dampen the incentive to work. As a result, the social policy goals that Canada has held up to the world have been buried beneath the weight of this economic agenda.

The social impact of economic policies designed to foster "international competitiveness" - and indeed the interrelationship between social and economic policy in areas such as education and training - has been largely ignored. In effect, the government is pursuing policies of "competitive impoverishment" in the belief that the free market will secure the long term economic interests of all Canadians. The perverse irony of this situation is that by lining the pockets of large corporations in order to stimulate investment, the government has overlooked the second half of the equation - namely the importance of investing in people so that they can take their place as productive members of society.

## Federal Income Security Measures

"There are lots of misperceptions about people who collect welfare, like they rip off a generous social assistance system, that they are leeches on the taxpayers, and that there isn't enough money in the system to support the needs of children in this society.

"Generous" would mean to me that there would be enough money to make sure that children had the basics ... Families and children on welfare don't have their basic needs met, and the result is an avalanche of costs to the taxpayer later on, through medical, educational and legal expenses." (10)

Looking more specifically at the federal government's record of supporting children and their families, we find that many poor and middle-income families with children have been targeted for significant cuts in service and tax benefits over the past five years. The federal government has reduced income security measures for children and families in a number of areas:



### Refundable Child Tax Credit

- \* The federal government enriched the refundable child tax credit from \$384 per child in 1985 to \$559 per child in 1988. In 1988, a supplement to the Child Tax Credit was introduced for families with children under the age of seven. However, the credit and the supplement will grow only by the amount of inflation over three per cent starting in 1989. Therefore, the value of the child tax credit increased by only \$6 in 1989. Over the long term, the real value of the credit will continue to fall.
- \* The net family income level above which the child tax credit is reduced was also partially indexed in 1986 at three per cent less than the inflation rate. Since 1986 when the threshold was set at \$23,500, fewer and fewer families have qualified for the full child tax credit.

### Family Allowance System

- \* Family allowances were indexed to three per cent less than the inflation rate in the 1985 budget. When family allowances were introduced, the benefit was worth about 20 per cent of the average Canadian wage. It is now worth about 3 per cent and will be eroded further under partial indexation.
- \* A clawback on family allowances was introduced in the 1989 federal budget. Even middle-income families will be required to pay back their family allowance at a rate of 15 cents of benefits for every dollar of income over \$50,000. Parents with two children, earning an income over \$55,240, will be required to pay back all of their family allowance (\$393 per child as of 1989) regardless of the number of children.
- \* The income threshold of \$50,000 was indexed to three per cent less than the inflation rate. This means that more and more parents will be required to pay back their family benefits as their incomes rise faster than the amount of the clawback income threshold. By 1995, the threshold for tax-back will have fallen to an estimated \$41,886 in constant 1990 dollars.

### Child Care Deduction

- \* The child care expense deduction has not been converted into a more equitable credit. The current deduction of up to \$4000 for children under seven years of age and \$2000 for those between seven and 14 is valuable only for parents with relatively high incomes. A refundable credit would put money directly in the pockets of low-income parents to meet the costs of child care.

### Other Tax Measures

- \* The shift from corporate to personal income taxes, the partial indexation of the income tax system and the introduction of a regressive program of taxation of goods and services significantly reduces equity within the tax system and increases the burden of taxation that lower- and middle-income Canadians carry.<sup>39</sup>

Cuts in federal transfers to provinces under the Canada Assistance Plan (CAP) and Established Programs Financing (EPF) further compromise the federal government's support of children and their families.

Bill C-69, the Government Expenditure Restraint Act, announced in the budget speech in February 1990, proposed an annual five per cent limit on increases in federal contributions under CAP to Ontario, Alberta and British Columbia for social services and welfare benefits. Federal contributions, established through the Canada Assistance Plan of 1966, have laid the basis for the extension of support and services to single-parent families, developmentally and physically handicapped people, children in care or in need of protection, the unemployed and low-income workers, families and individuals in crisis, and the aged.

Those provinces subject to the five per cent increase limitation, where a majority of Canadian children and families live, have been scrambling to pick up the federal government's share of income support programs and other services. The cap on CAP during the fiscal years 1990-91 and 1991-92 add up to losses of at least \$865 million.

Federal transfers to all provinces under fiscal arrangements for medicare and post-secondary education were also frozen for two years in the 1990 budget. The federal government has attempted to cut back on EPF transfers since 1986 when growth of the fund was reduced from the rate of GNP growth to GNP growth minus two per cent. Bill C-69 accelerates a process that was already under way. It is estimated that federal cash to the provinces will shrink more quickly under this Bill; they will reach zero by about 2004. This move places enormous pressure on the provinces to limit current



levels of services and/or introduce user fees and higher tuitions, thereby undercutting access to health services and higher education.

British Columbia, with the support of Ontario, Alberta and Manitoba, has challenged the right of the federal government to make unilateral changes in the Canada Assistance Plan without provincial consent. The British Columbia Court of Appeal ruled in June 1990 that the federal government does not have the right to limit its contribution. The federal government has appealed the decision to the Supreme Court of Canada.

As of February 1991, the court had not rendered a decision. This did not prevent the federal government from extending the limits of its contributions under CAP and EPF for another three years in its 1991 budget. This move radically undercuts the ability of the provinces, specifically those that have been targeted for cuts under CAP, to cope with the soaring costs of welfare and social services during the current recession.

In brief, the children's benefit system has been seriously jeopardized by these changes over the last five years. The Canadian Council on Social Development has estimated that between 1986 and 1991 a total of \$3.5 billion will have been extracted through these measures from families with children.<sup>40</sup> Families with children have been forced to assume a disproportionate share of the federal government's pursuit of deficit reduction. The human and social costs of these damaging policies will be felt for many years to come.

### Caring for Children

*"When daycare represents nearly half the money that remains after you have paid your rent and transportation costs, you can be sure it's not worth the extra dignity that you are allowed when you work. What is so admirable about not making your medicare payments, having no dental care for your kids, and having your family live at what is actually a more minimal level than welfare would provide? Women who are working for low wages know that they could provide for their kids more adequately on welfare." (11)*

The other side of income security support are social services that assist parents raise healthy children. Cutbacks in transfer payments to the provinces that fund support services and income maintenance programs are creating enormous stress for families with children. Despite protestations in Canada that children are our greatest resource, the private family unit struggles increasingly alone with the myriad of tasks associated with caring for children.

Most women in the paid labour force who have young children work out of economic necessity. This has always been true for working-class, immigrant and visible minority women. Poverty would be much more extensive if women did not work for pay; the poverty rate for families with one earner is three-and-a-half times that for two-earner families.<sup>41</sup> Consequently, as the number of women entering the paid labour force has increased, so too has the pressure on the family to balance work and family life.

Families are in a double bind. The majority of families need two incomes to provide and care for their children, particularly in those areas where the cost of housing is exorbitant. Yet the exigencies of the workplace and lack of high quality, affordable child care arrangements make it difficult to meet the demands of the workplace and home.

Parents whose hours of work are outside the regular business day as well as those who work evening or night shift find it difficult, if not impossible, to get adequate care for their children. Quality care for infants, for sick children in emergency situations, as well as substitute care for school professional activity days, March break and summer vacations can be prohibitively expensive. Governmental subsidy arrangements, many provided through cost-shared arrangements between the federal government and the provinces and municipalities, are grossly inadequate to meet the need.

Parents also struggle with the expense and availability of health and social services. Parents often take time off work to ferry their children to and from health care appointments. This problem is even more complicated for the parent with a special



needs child. The current structure of the service system demands not only that parents have an extensive knowledge of services that are available but that they also assume the role of case manager for their children. Again, conflicts arise when parents are caught between the real needs of their children and their commitment to a place of employment.

Without different kinds of supports and services for the family to reflect these new realities - particularly the widespread presence of women in the paid labour force - the gap between the supports that are needed and those that are provided will continue to widen. We cannot look for answers to these problems in the past. The traditional view of the family in our society as a private domain - where women devote all of their energies to the care of children and home - must change if we are committed to providing the opportunity for healthy development to all children. All members of society - government, business, labour, community and cultural groups - have a role to play in providing high quality care for our children.

### Conclusion

One million Canadian children live below the poverty line. The federal government's obsession with monetary policy in order to control inflation through credit restraint, in conjunction with the deterioration of working conditions in the labour market and inadequate supports for children and their families, is pushing more and more children and their families into poverty. The erosion of the minimum wage and the level of income transfers, the increase in involuntary part-time employment, a growing number of poorly paid jobs without benefits and little security and the relative decline of middle-income jobs are significant contributing factors to child poverty in Canada as we head into the 1990s.

There is something drastically wrong when we see small children handing the proceeds from their paper routes to the Minister of Finance to fight the federal deficit. The logic is

backward. Canada should be investing in its children, addressing the systemic poverty that endangers their healthy development. .

We explore options to eliminate child and family poverty in the next section.



## 5. AGENDA FOR ACTION

*"[The future of poor children] will remain unchanged or be transformed to an extent that will be determined by our value choices. That choice, which we the Canadian community will make, will tell us a great deal about ourselves." (12)*

Analyzing poverty statistics and reviewing economic arguments about the labour market may just seem like number-crunching until we look at the impact of impoverishment on those who experience it, and at the impact on society as a whole.

Right now, we are on a dangerous course. We must seriously question the commitment of the federal government as it struggles to hold inflation under five per cent, yet virtually ignores the fate of more than one million children who are growing up under the poverty line. It seems that the federal government is intent upon leaving the well-being of Canadians in the hands of big business as it enacts policies that push wages down and undercut social programs in the name of global competitiveness.

This is a misguided strategy. The reality is that Canada cannot afford poverty. The evidence clearly shows that poor children need higher levels of state service because they are disproportionately represented among those with social, emotional and physical problems. Also, poor children, many of whom do not fulfill their educational potential, will not become as productive in economic terms as those children who are able to take full advantage of available educational opportunities. As a result, the persistence of child and family poverty over the long term impairs the ability of the economy as a whole to capitalize upon new economic opportunities in the changing international marketplace.<sup>42</sup>

The federal government, in conjunction with the provinces and other groups such as business, labour and the voluntary sector, must take action both to ameliorate the dire consequences of poverty in the short term and to stimulate structural changes in

Canadian society in the long term, the effects of which will minimize and prevent poverty.

Caring for children must become a national priority, not only for the sake of these children, but for the sake of all Canadians. When children are left to grow up in poverty, to grow up on the margins of our society, to suffer emotional pain and reduced life chances, we shame and diminish ourselves as a nation.

There is no magic solution to child poverty. Children are poor because their parents are poor, so we have to attack the root causes of family poverty. This will require action on several fronts. The following strategies are proposed. None of these strategies stands alone; each must be pursued and implemented in conjunction with the others.

#### Labour Market Strategies

- 1) A full-employment, expansive economy is the first line of defence against poverty. An economy based on full employment provides essential job opportunities and jobs that are more likely to be full-time, and well-paying. Employment sustains families and creates the conditions for healthy child development, where parents can meet the material needs of their children.

For native people, the federal and provincial governments must move to settle the many outstanding land claim disputes. The first step to economic security in these communities is control of the land and resources.

- 2) The provincial and federal governments must consider ways to improve the working conditions at the margins of the economy, including restoring the minimum wage to at least 60 per cent of the average industrial wage. Other measures, including mandatory pay equity and employment equity in the public and private sectors, must be implemented to address the historic disadvantage of the poorest groups in the labour market including women, disabled and native people, and other visible minority groups. Employment standards must be strengthened and enforced in order to improve the position of part-time workers and to protect the rights of unionized workers.
- 3) To attract economic activity and create the basis for a full employment economy, the federal government and the provinces should make a commitment to raise the level of educational



attainment within the population significantly by a) aggressively combatting a high school dropout rate of 30 per cent in most provinces; b) developing a high quality training, retraining and apprenticeship system; and c) providing increased assistance to post-secondary students to improve accessibility for economically disadvantaged youth. It is also necessary to develop programs to better serve the unique educational and employment needs of disadvantaged groups including ongoing economic assistance while in school or training.

#### Income Support Measures

- 4) Government must address the adequacy of benefits and the relationship between eligibility for assistance, earned income and assets of the recipient. As most social assistance programs are currently structured across the country, families are forced to get rid of any significant assets before they can apply for social assistance. Forcing families into abject poverty in order to apply for assistance destroys self-esteem and derails any initiatives to move families or individuals into the labour market quickly. Social assistance rates must support families at an adequate income level, adjusted yearly to take into account the rate of inflation.
- 5) The real cost of raising children must be recognized in our tax system. A fully indexed, universal children's benefit program should be introduced reflecting the real costs of raising children. All existing children's benefits should be integrated into one benefit structure.<sup>43</sup>
- 6) The entire tax system should be reevaluated in order to build a more progressive structure. For example:
  - \* The personal income tax system must be fully indexed;
  - \* The refundable sales tax credit and its threshold for maximum benefits should be fully indexed and adjusted according to family size;
  - \* The capital gains exemption of \$100,000 should be abolished and all capital gains should be fully taxed; and
  - \* A minimum corporate tax should be introduced.
- 7) Another group of children at risk of growing up in poverty are those who experience a significant drop in their standard of living upon the separation or divorce of their parents. The federal Divorce Act should be amended to incorporate provisions for a fixed child support schedule that accurately reflects the financial needs of children and which is indexed to the rate of inflation. The provinces, in turn, must

examine ways to strengthen mechanisms for enforcing child support where the non-custodial parent is able to make payments, and advancing support payments to all custodial parents.

### Social Services

- 8) There are a wide variety of measures that should be supported by government initiatives to better support children and working parents. These include: flexible time and hours, job sharing, extended and flexible leave policies and benefit plans, and employee assistance and relocation programs.
- 9) Developing an accessible, affordable and high quality national child care system for children and families is a top priority. There is a serious deficit of licensed child care spaces in Canada. All levels of government and other groups such as business, labour and the voluntary sector must work collaboratively to extend the number of spaces available. Steps must also be taken to improve the availability of child care beyond the 9-to-5 working day to meet the varied needs of children and their parents.
- 10) Anti-poverty advocates recognize the importance of a multi-faceted approach to the kinds of problems that poor children and families experience. Income support measures and progressive economic policy must also be tied to appropriately evaluated programs that actively seek to improve the health and well-being of all children. These programs would include among other things: prenatal and postnatal health care, parental support, school meal programs, and early childhood educational and prevention initiatives.<sup>44</sup> These programs must be readily accessible and sensitive to the unique needs of disadvantaged groups, including disabled persons, native and immigrant people, other visible minority groups and women.
- 11) Affordable housing is a critical need of poor families. A new non-profit housing program should be designed that recognizes the severity and scope of housing need, the inability of the private market to address that need alone, and be on a scale commensurate with present projected housing needs. Such a program should ensure a wide variety of tenure and housing forms and should allow for both new construction and acquisition of existing private rental housing.

The non-profit sector should be recognized in its dealings with governments as the most effective means of delivering non-ownership housing currently available. Partnership between government and the housing sector is the best way of creating and delivering non-profit housing programs.



Poverty in Canada will have been eliminated when all Canadians share:

- \* adequate income;
- \* access to high-quality human services;
- \* autonomy of choice within their own households and lives;
- \* recognition of the contribution, paid or unpaid, made to the community; and
- \* freedom from all forms of discrimination and complete social and economic equality.<sup>45</sup>

We have a choice in Canada to take concrete action to eliminate poverty and, consequently, improve the life chances of poor children and their families. The time has come when what is morally right for children is also imperative, both economically and socially. Canada is a rich country; we have the resources to make a difference in the life of a significant proportion of children. Children have a right to a future that offers healthy growth and development to their fullest potential.

There is a window of opportunity at present to advance the agenda for children. The United Nations Convention on the Rights of the Child and the World Summit for Children have drawn international attention to the struggles of children around the world. The federal government has made a commitment to eliminate child poverty in Canada by the year 2000. There is public support to improve the life chances for all children in Canada.

Children need not grow up in poverty in Canada because there need not be poverty in Canada. We must generate the political will to move toward a more equitable and prosperous society for all Canadians.

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1. David Ross and Richard Shillington, "Child Poverty and Poor Educational Attainment: The Economic Costs and Implications for Society," in Children in Poverty: Toward a Better Future, Report of the Senate Standing Committee on Social Affairs, Science and Technology, 1991, p. 8.



2. National Council of Welfare, Poor Kids (Ottawa, 1975), p. 4.
3. Part of the problem talking about poverty is its definition. For the purposes of this paper, we will use the Statistics Canada definition because it is the most well-known. Statistics Canada low income cut-offs (LICOs) are set at levels where 58.5 per cent of income or more is spent on food, clothing and shelter and are adjusted according to the size of household and community.

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4. Statistics Canada Income Distributions By Size in Canada, 1989, No. 13-207, p. 26 estimates that 837,000 children under the age of 16 lived in low-income families during 1989. This figure is based on 1978 Family Expenditure data. The number of children living in poverty based on 1986 Family Expenditure data was not calculated but would be higher.
5. Unless otherwise stated, figures in this report refer to children and youth under 18 years of age.
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10. Richard Shillington, "Estimates of the Extent of Native Child Poverty: 1986 Census," Prepared for the Laidlaw Foundation, Toronto, 1990, pp. 3-4. Statistics Canada classifies native people as either aboriginal or of mixed aboriginal background.
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16. In 1989, 687,000 children of a total of 1,856,100 individuals lived in family on social assistance. The majority of them were from single-parent families, because one-parent families on welfare outnumbered two-parent families by more than three to one. National Council of Welfare, The Canada Assistance Plan: No Time for Cuts (Ottawa: Supply and Services Canada, 1991), p. 7.
17. See the Ontario Social Assistance Review Committee, Transitions (Toronto: Queen's Printer for Ontario, 1988), p. 48. Similar studies have not been done in other provinces but it is likely that the number of children relying upon social assistance would be similar.
18. Income Maintenance Branch, Ontario Ministry of Community and Social Services, Unpublished data, 1991.
19. British Columbia Ministry of Social Services and Housing, Unpublished data, 1990.
20. Stricter eligibility requirements and longer waiting periods before applicants receive their unemployment insurance cheques are pushing people out of this income support system onto the social assistance rolls.
21. Hungerwatch, Canadian Association of Food Banks, Canadian Hungercount 1989: Summary, Toronto, 1989, pp. 3-4.
22. Gerard Kennedy, Executive Director, Canadian Association of Food Banks. Presentation to the Sub-Committee on Poverty, House of Commons Standing Committee on Health and Welfare, Social Affairs, Seniors and the Status of Women, Issue No. 11, Feb. 27, 1991, p. 25.
23. One-third of poor children (419,000) lived in working poor families in 1986. See note 15.
24. National Council of Welfare, Jobs and Poverty, cited in Fighting Child Poverty, p. 28. See note 9.



25. David Thornley, "Minimum Wages and Adequate Income," Social InfoPac, Social Planning Council of Metropolitan Toronto, Vol. 6, No. 1, 1987. Cited in Morley Gunderson and Leon Muszynski, Women and Labour Market Poverty (Ottawa: Canadian Advisory Council on the Status of Women, 1990), p. 114.
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29. Ross and Shillington, "Child Poverty and Poor Educational Attainment," p. 14.
30. See Statistics Canada, "Reading Between the Lines," in Perception, Vol. 14, No. 3, 1990. The study found the reading skills of 16 per cent of Canada's adults are too limited to allow them to deal with reading material that they encounter every day. Sixty per cent of Canadians with only elementary schooling, or without any school, have very limited reading skills. Poor reading skills are correlated with low income.
31. Ross and Shillington, "Child Poverty and Poor Educational Attainment," p. 24.
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44. See Ontario Ministry of Community and Social Services, Better Beginnings, Better Futures (Toronto: Queen's Printer for Ontario, 1989) for an excellent review of prevention initiatives; See also the Canadian Teachers' Federation, Children, Schools and Poverty for a review of anti-poverty programs in the schools.
45. National Anti-Poverty Organization, Mission Statement, May 1989.



## ENDNOTES

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## APPENDICES

I. Task Force Members

Chair	Gail Aitken Associate Director, Ryerson School of Social Work, Toronto, Ontario
Liaison for the National Steering Committee	Sandra Scarth Director, Canadian Office Child Welfare League of America Ottawa, Ontario
	Christa Freiler Special Assistant/Policy to the Minister of Community and Social Services, Toronto, Ontario
	Nathan Gilbert Executive Director, Laidlaw Foundation, Toronto, Ontario
	Brigitte Kitchen Child Poverty Action Group, School of Social Work, York University Toronto, Ontario
	Mary McConville Executive Director, Ontario Association of Children's Aid Societies Toronto, Ontario
	Marge Reitsma-Street School of Social Work, Laurentian University, Sudbury, Ontario
	David Ross Social Economic Consultant Policy Associate, Canadian Council on Social Development, Ottawa, Ontario

Katherine Scott  
Children's Services Branch,  
Ministry of Community and Social Services,  
Toronto, Ontario

Richard Yampolsky  
Executive Director,  
FoodShare,  
Toronto, Ontario



I. Low-Income Cut-Offs, 1990LOW INCOME CUT-OFFS FOR FAMILY UNITS, 1990 - 1978 BASE\*<sup>1</sup>

	Size of area of residence				
Size of Family Unit	-----				
	Urban Areas				Rural Areas
	-----	-----	-----	-----	-----
	500,000	100,000	30,000	<30,000	
1 person	12,731	12,091	11,342	10,486	9,414
2 persons	16,796	15,942	14,874	13,800	12,305
3 persons	22,469	21,292	19,899	18,511	16,477
4 persons	25,892	24,608	23,004	21,398	19,047
5 persons	30,172	28,568	26,641	24,824	22,149
6 persons	32,953	31,135	29,103	27,069	24,181
7 persons or more	36,271	34,345	32,098	29,850	26,641

\* 1978 Base refers to the family expenditure survey, conducted by Statistics Canada in 1978. Family expenditure surveys are used for updating low-income cut-offs (LICOs). The 1978 survey determined that the average Canadian family spent 38.5 per cent of total income on essentials such as food, clothing and shelter were poor. Statistics Canada then adds 20 percentage points to the base figure. The total percentage corresponds to the LICO for that year. Families that spend more than 58.5 per cent of income are classified as living in "straightened circumstances."

The family expenditure survey was updated again in 1986. The LICO was set at 56.2 per cent of family income. In interim years, Statistics Canada updates its LICOs in accordance with changes in the consumer price index (CPI).

<sup>1</sup> Estimates are based on the 1990 Canadian inflation rate of 4.8 per cent. See 1989 Low-income Cut-offs (1978 Base) in Statistics Canada, Income Distribution by Size in Canada, 1989, Catalogue 13-207. Ottawa: Supply and Services Canada, 1990, p. 42.

# LOW INCOME CUT-OFFS FOR FAMILY UNITS, 1990 - 1986 BASE<sup>2</sup>

Size of Family Unit	Size of area of residence				Rural Areas
	Urban Areas				
	500,000	100,000	30,000	<30,000	
1 person	14,160	12,437	12,149	11,075	9,640
2 persons	19,193	16,859	16,469	15,013	13,068
3 persons	24,396	21,427	20,933	19,082	16,610
4 persons	28,090	24,670	24,154	21,970	19,123
5 persons	30,690	26,955	26,332	24,004	20,893
6 persons	33,313	29,257	28,582	26,055	22,679
7 persons or more	35,829	31,469	30,743	28,026	24,392

<sup>2</sup> Estimates are based on the 1990 Canadian inflation rate of 4.8 per cent. See 1989 Low-income Cut-offs (1986 Base) in Statistics Canada, Income Distribution by Size in Canada, 1989, Catalogue 13-207. Ottawa: Supply and Services Canada, 1990, p. 178.



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URBAN/MUNICIPAL  
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A35  
1993

**REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

URBAN  
JUN = 1. 1993  
ORIGINAL DOCUMENT

**A G E N D A**

Ruth Greenwood  
Hamilton Public Library  
2nd Fl., 55 York Blvd.  
Hamilton, Ontario  
L8R 3K1

nours

**DATE:** Friday, June 11, 1993  
**TIME:** 9:00 o'clock a.m.  
**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

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**1. APPROVAL OF MINUTES OF THE MAY 14, 1993 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**

**Recommendation:**

Be received and adopted as presented.

**2. ORIENTATION:**

2.1 What is a Regional Task Force?

2.2 Why are we involved in this Task Force?

**3. PRIORITY SETTING - "Brainstorming Session"**

**4. a) STAFF RESOURCES - Relationship and role of staff to Task Force**

**b) BUDGET OUTLINE**

**5. SETTING THE STAGE FOR THE JULY MEETING**

**6. ADJOURNMENT**

\*\*\*\*Reminder: Please park in the underground parkade at the Convention Centre and bring the parking ticket to the meeting for validation.





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## MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE

The School Child Nourishment Task Force met on Friday, May 14, 1993 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

Present: Chairman (Councillor) D. Agostino  
J. Santucci, F. Tassi, J. Stirling, K. D'Andrade, J. Duncan, J. Hutton, C. Sparling, K. McInnes, L. Dabols, M. Pennock

Absent with Regrets: J. Bishop, J. Sykes, D. Lawson, T. Atterton, D. Knight

Also Present: T. Hansen, A.L. Heron, M. Gallagher

**1. APPROVAL OF MINUTES OF THE APRIL 16, 1993 MEETING OF THE TASK FORCE**

**(McInnes/Dabols)**

Be received and adopted as presented.

**CARRIED.**

**2. OVERVIEW OF AVAILABLE PROGRAMS - VIDEO PRESENTATION**

The Committee viewed a video presentation on a School Snack program in Toronto, Ontario.

Anne Louise Heron presented an overview of the number of children in the Region of Hamilton-Wentworth school system.

There are 207 schools in Hamilton-Wentworth, Grades JK to Secondary. Grades JK to 5 - 162 schools; Middle and Secondary - 45.

In addition there are 3 Private Schools as well. Total number of students in the Hamilton-Wentworth Region - 84,676.

There are 21,000 children being supported by social assistance, 30,000 children being fed through food banks and the growth of development of children is compromised because of lack of food.

Many schools have been addressing the issue of hunger. Social workers are assisting in the provision of food and teachers are keeping peanut butter and bread in their desks.

Staff have commenced a dialogue with schools to ascertain what the perception is of hunger in schools. i.e. Perception of Teacher vs. student

The perception held by a teacher was one tenth of what the situation was really like for children.

84% of children do feel hungry in school and these children don't have a physical capacity to carry them through the day without a snack. Those that didn't have snacks with them would ask for a snack from a teacher. 52% said they would not ask for food if they were hungry.

A survey was conducted of Grade 5 Children who were asked the question what are the reasons children wouldn't ask for food?

- 38% were afraid to ask
- 28% were shy
- 8% embarrassed
- 26% not hungry
  - don't want to be greedy
  - don't want to be rude
  - don't want to be teased

Asked how they could help hungry kids and the results were:

- 51% give them food
- 13% kids responsibility to get food from home and the parents responsibility to feed the children
- 15% kids should share their food with those who don
- 20% food boothes, go to your shocial worker, get parents to give money, discourage teasing

Issues address by Parents included the following:

- o who's going to pay for the food - should there be a fee?
- o who will administer the actual program?
- o how will they address teasing issue at school?
- o hygiene? how will that be handled?
- o Safety - cutting up food - who will do the actual cutting up of the food?
- o Time commitment involved
- o If there is a fee, how is this program made available?
- o If program is successful will they be inundated with questions? People monitoring program, and looking at program.
- o Don't want the program to cut into the curriculum of the school



Sample Programs currently available:

**Milk program**

Available to schools at a cost of 38 cents and sold to children for 50 cents. Often the milk is used with cereal. This comes from a donation from Salvation Army and Kelloggs.

**Lunch program**

"You're a good kid" - Part of a series of social development - addresses skills that children are building on in school - the premise that every child is worthwhile, and they should respect themselves and those around them. It encourages children to take on responsibility and be accountable for their tasks. The nourishment program will be built into this development program.

(Santucci/Pennock)

That the presentation be received.

**CARRIED.**

**3. NEEDS ASSESSMENT - UPDATE OF FIRST WORKING GROUP MEETING**

Lynne Dabols provided an overview of the Needs Assessment Questionnaire.

The questionnaire will be sent to all school Principals at Boards of Education accompanied by a letter identifying the Mandate of the Task Force.

It is anticipated that the questionnaire will be made available to them within the next couple of weeks, prior to the end of the school year.

Filomena Tassi advised that at the Separate Board of Education the Administration must approve the questionnaire first and this would require a 7 to 10 day process for approval.

(Dabols/Pennock)

- a) That the Needs Assessment be approved to form;
- a) That the Needs Assessment Sub-Committee be granted authority to make any necessary revisions prior to the release of the Assessment to the appropriate levels of Boards of Education.

**CARRIED.**

#### 4. WORKING PLAN

The Task Force reviewed the Work Plan and Terms of Reference for working groups.

A sample Terms of Reference was distributed to assist working groups in reaching their goals.

Members were requested to contact Anne Louise Heron at 546-3520 to advise of any names for those interested in participating on the Working Groups.

The Task Force briefly reviewed the terms for the Program Design Models Working Group and the Public Education Working Group.

##### **Program Design/Models**

- o Designing programs for schools/identify models
- o Process schools go through to establish program

##### **Public Education**

- o Increasing awareness - draft terms to discuss the work of the Task Force and promote an understanding of what the Task Force is doing.
- o Use as a "Marketing scheme" for communicating our message
- o The Task Force agreed there is a great deal of overlapping between working groups.
- o All Working Groups should be working under one marketing strategy.
- o Communication should go on between Working Group meetings.



c) Time Line

Working Group	Commencement Date	Interim Report	Final Report
Needs Assessment	March '93	December '93	
Program Models	June '93	January '94	
Funding	Immediately	Dec. '93/Jan. 94	
Final Report to Task Force Committee and Regional Council		June '94	Sept '94

The Task Force agreed to have the Public Education Working Group placed on the next Agenda for discussion.

(Pennock/Dabols)

That the Time Line for the School Child Nourishment Task Force be adopted.

**CARRIED.**

**5. MEETING SCHEDULE - CONFLICTS**

The Task Force discussed the concerns with respect to the meeting conflicts. Due to the Layoff situation, Ann Scott of the Social Planning Division will not be able to participate at the Task Force meetings during those layoff Fridays.

The Task Force will continue to meet on the Second Friday of every month at 119 King Street West, 15th Floor for the remainder of the Term.

The Committee Secretary was directed to forward a revised membership list for the members information.

The Committee adjourned at 10:50 a.m.

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary





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1993 **REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

**A G E N D A**

**DATE:** Friday, July 9, 1993  
**TIME:** 9:00 o'clock a.m.  
**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

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**1. APPROVAL OF MINUTES OF THE JUNE 11, 1993 MEETING OF THE SCHOOL  
CHILD NOURISHMENT TASK FORCE**

**Recommendation:**

Be received and adopted as presented.

**2. APPROVAL OF MEMBERSHIP, MANDATE AND REPORTING MECHANISMS  
FOR THE WORKING GROUPS**

**3. APPROVAL OF GUIDING PRINCIPLES**

**4. REPORTS OF THE WORKING GROUPS**

**Recommendation:**

That the Reports of the Working Groups be received.

**5. ADJOURNMENT**

\*\*\*\*Reminder: Please park in the underground parkade at the Convention Centre  
and bring the parking ticket to the meeting for validation.





**MINUTES OF THE  
REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

The School Child Nourishment Task Force met on Friday, June 11, 1993 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

Present: Chairman (Councillor) D. Agostino  
Vice-Chairman J. Santucci  
K. D'Andrade, J. Hutton, C. Sparling, K. McInnes, L. Dabols, M. Pennock, J. Bishop, J. Sykes, D. Knight, K. Hudspith

Absent with Regrets: F. Tassi, J. Stirling, J. Duncan, D. Lawson, T. Atterton

Also Present: T. Hansen, A.L. Heron, M. Gallagher

Vice-Chairman Joanne Santucci assumed the Chair.

**1. APPROVAL OF MINUTES OF THE MAY 14, 1993 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**

**(McInnes/Hutton)**

Be received and adopted as presented.

**CARRIED.**

**2. ORIENTATION:**

**2.1 What is a Regional Task Force?**

Task Force members held a round table discussion and stated what they considered a Regional Task Force to be:

- o A group who will work towards implementing policies and programming for the community
- o A problem solving role to identify what is happening in the community and recommending possible solutions
- o Receiving community input and working toward solutions
- o A representation of a large diverse group working towards a common goal
- o A group who acknowledges problems and work towards solutions

- o A group who will take solutions to particular sectors for implementation
- o A structure set up by Regional Council
- o A task oriented group who will provide recommendations
- o Goal oriented - established time lines
- o A group who examines existing needs and examines gaps in the system
- o Increase linkage and understanding and awareness of difficulties and education component
- o To establish the magnitude of the problem and ensure that there is a followup and implementation of solutions
- o A group which provides ongoing updates to Committee and Council
- o A diversified group from all sectors of the community

The Task Force also discussed the possibility of having an "Implementation Group" who will oversee the implementation of recommendations once Committee and Council have adopted the Final Report.

### **New Business #1**

#### **Reporting Structure Flow Chart**

The Task Force reviewed the Reporting Structure Flow Chart.

The importance of receiving input from a variety of communities/sectors both in the Region and outside of the Region was addressed.

The Task Force also discussed the importance of having staff representatives at the Working Group meetings to assist with expertise in various areas and provide consultation where requested.



## 2.2 Why are we involved in this Task Force?

Task Force members continued their round table discussion on why they became involved in the Task Force.

- o Viewed many situations where children were going to school hungry
- o Health Department Staff presented a report to Health and Social Services Committee outlining concerns and issues with respect to hungry children
- o Children in schools asking for food
- o Food Policy Committee established - saw a need for a total policy
- o To add to the present programs and making them better
- o Safeguarding initiatives presently available in school
- o To bring provincial information to the table
- o Personal interest in child nutrition
- o Have seen habits and trends of the problem and we need to look at more constructive ways to help people become more independent
- o Child Poverty Forum - increased awareness - how poor nutrition affects children and will affect them later on in life as adults
- o Volunteer in school system and was made aware of the problems concerning children going to school hungry
- o Seen children in the health field malnourished and wanted to make a difference in assisting parents
- o Important to make sure the children have a proper start in life and make parents aware of the importance
- o Public Health and Social Services can't do it all and this task force will use the work of the task force to find solutions to the problem.
- o Most cost effective way that we can affect the quality of life of children in the community

### **3. PRIORITY SETTING - "Brainstorming Session"**

1. Sustainability of Programs/Funding
2. Dignity and Self Esteem
3. Helping People Help Themselves
  - Dissemination/Networking of Information/Increase Options and Access
4. Mobilizing all sectors
5. Addressing "stigma" attached to problem of hungry children (changing attitudes)
6. Legislate Programs/Regulations
7. Everyone should have access to food
8. Don't blame children for the problem (universal)
9. Increase Comfort Level (belonging/feeling welcome)
10. Communication - increase awareness
  - Public Education
  - Approaching different partners (i.e. teachers, parents, children)
11. Cost of Food - Nourishing vs. Junk Food
12. Responsive Programs
  - Availability
  - Needs Assessment
13. Food Safety
14. Teaching Nutrition/Budgeting/Food Preparation in schools
15. "Reflecting what we do with what we say"
16. Need a proper Eating Environment in Schools
17. Use Key Resource People
  - identify key players/contacts

Note: Staff were requested to provide Canada Food Guide for members of the Task Force

### **New Business #2**

#### **Funding Committee 1st Report**

The Funding Committee's first report was circulated for information.

4. a) **STAFF RESOURCES - Relationship and role of staff to Task Force**  
b) **BUDGET OUTLINE - tabled to next meeting**

Item 4a) and 4b) will be discussed in more detail at a future meeting.

### **5. SETTING THE STAGE FOR THE JULY MEETING**

Next meeting is scheduled for July 9th - 9:00 a.m. - 15th Floor Committee Room



6. **ADJOURNMENT**

The Meeting adjourned at 11:05 a.m.

\_\_\_\_\_  
Vice-Chairman

\_\_\_\_\_  
Secretary





**REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE****A G E N D A**

**DATE:** Friday, November 12, 1993

**TIME:** 9:00 o'clock a.m.

**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

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1. **DECLARATION OF INTEREST**
2. **APPROVAL OF MINUTES OF THE OCTOBER 8, 1993 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**  
  
**Recommendation:**  
Be received and adopted as presented.
3. **UPDATE REPORTS FROM WORKING GROUPS**
  - o Needs Assessment
  - o Program Models
  - o Funding
4. **REVIEW OF STAFF BRIEF**
5. **TARGET GROUPS/INFORMATION PACKAGES**
6. **ADJOURNMENT**





**CONFLICT OF INTEREST GUIDELINES  
FOR CITIZEN MEMBERS OF  
REGIONAL ADVISORY BOARDS AND  
TASK FORCES**

1. The purpose of these Guidelines is to preserve the integrity, independence and accountability of decision-making by Regional Council, by setting out clear guidelines on conflict of interest for citizen members of Regional advisory boards and task forces.
2. In these Guidelines,

"advisor" means a person, other than a member of Regional Council, who is appointed by Council to an advisory board or task force.

"advisory body" means a board, task force, or other body, to which Regional Council has appointed at least one member of the public.

"pecuniary interest" means an interest consisting of, measured in, or related to money, and includes a pecuniary interest of the advisor's spouse, minor child, business partner, employer, or an organization to which the advisor belongs.
3. Where an advisor has a pecuniary interest in a matter which is the subject of consideration at a meeting of an advisory body, the advisor,
  - (a) if present, shall orally disclose the interest and its general nature before any consideration of the matter at the meeting;
  - (b) if not present, after becoming aware that any matter in which the advisor had a pecuniary interest was the subject of consideration at a meeting of an advisory body, shall orally disclose the interest and its general nature at the next meeting of the advisory body that the advisor attends.
4. The Regional Clerk or his authorized designate shall record every oral declaration of interest and its general nature in the minutes of the meeting of the advisory body at which the declaration was made.
5. A copy of these Guidelines shall be provided to every advisor following their adoption by Regional Council, and thereafter to each new member of the public who is appointed to an advisory body.





## MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE

The School Child Nourishment Task Force met on Friday, October 8, 1993 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

**Present:** Vice-Chairman J. Santucci  
K. D'Andrade, L. Dabols, D. Knight, K. Hudspith, J. Stirling,  
J. Bishop, J. Hutton

**Absent with regrets:** Councillor D. Agostino  
T. Atterton, K. McInnes, J. Sykes, F. Tassi, J. Duncan, D.  
Lawson, C. Sparling

**Also Present:** A. Heron, M. Gallagher

### 1. APPROVAL OF MINUTES OF THE JULY 9, 1993 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE

(Bishop/Stirling)

Job Lead on third page revised to read "Job Link"

Be received and adopted as amended.

**CARRIED.**

### 2. UPDATE REPORTS FROM WORKING GROUPS

- o Needs Assessment
- o Program Models
- o Funding

#### Update from Needs Assessment Working Group - Lynne Dabols

Lynne provided an update on the Needs Assessment Working Group. An interim written report was distributed to the Committee for information (Attached).

The Questionnaire and letter to the Principal will be distributed to all three Local Boards. The Questionnaire will be returned in two weeks time from the date the letter is issued. (Attached)

Anne Louise advised that the Public Health School nurses will be assisting with the follow up to ensure that the questionnaire is completed.

Once the questionnaires are returned, the data will be compiled and an analysis of the material completed for review.

### **Update from Program Models Working Group - Mike Pennock**

Mike advised that the Working Group has been reviewing the Guiding principles in detail and have also discussed ways to ensure that a common message of inclusion, dignity, anonymity and respect is preserved for all children.

### **Update Funding Working Group - Jim Stirling**

Jim advised that the working group has refined their mandate:

"To identify and research options for sponsors wishing to implement a School Child Nourishment Program."

The Funding Working Group intends to document the following areas as potential funding sources:

- government
- businesses
- churches
- foundations
- service groups
- farmers (potential in-kind resource source)
- grocery stores (potential in-kind resource source)

In addition to identifying sources of funding, the working groups intends to provide information on applying for support, including the criteria that some groups will have and the processes that the sponsor can expect to go through.

## **3. COMMUNITY CONSULTATION**

The Task Force discussed the important role of Public Education. It was agreed that rather than striking a separate working group to address public education, that this issue be the responsibility of the Task Force as a whole.

The Task Force agreed that the Community Consultation can be used as a vehicle to get the importance of the Task Force's message out to the Community and will assist in receiving a wide variety of view points from a number of different sectors in the community. However, there was concern as to how soon these consultations should take place and the forum in which they will take place.



Therefore, it was agreed that staff would prepare a brief to be brought before the Task Force in November for review which outlines the following:

- defines the problem
- profile of Task Force (introduction and mandate)
- what can be done to raise awareness
- outline symptoms of hunger and what hunger does to a child's ability to learn
- a perspective of each area the Task Force is addressing

The Task Force discussed what target groups should be approached for their input in the process and perhaps members of the Task Force could meet with specific target groups (i.e. funders, parishes etc.)

### **PUBLIC EDUCATION**

- o Parents
  - o Home and School (Public) "Diversity" i.e. multicultural
  - o Parent Associations (RCSS)
  - o Food Bank Users
- o Politicians
  - o Trustees
  - o Regional/Municipal Councils
  - o Provincial
  - o Federal
  - o (Planning Bodies)
    - District Health Council
    - Social Planning and Research Council
    - AATD
- o Potential Funders/Resources
  - o Churches
  - o Corporate/business
  - o Foundations
  - o Service clubs
  - o Associations/Labour
  - o Boards of Education
  - o Private donations
  - o YWCA/YMCA
  - o United Way
  - o Government
  - o Food Share/Food Banks

- o Media
- o Educators
  - o Principals/Teachers
  - o Professional Staff (i.e. social workers, public health nurses)
  - o Teacher Associations
  - o Supervisory Officers
- o Children
  - o Student Councils
  - o Community Recreation (i.e. Boy Scouts/Girl Guides, sports leagues etc.)
  - o Agencies dealing with children
- o Health
  - o Public Health
  - o General Practitioners, obstetricians, pediatricians
  - o Hospitals (Emergency, Social Workers/Liaisons/Discharge)
  - o Chedoke Child and Family

The Task Force was asked to bring to the next meeting a list of contact names - mailing list for the above target groups so that a "tailor-made" information package can be mailed out.

The Needs Assessment Working Group agreed to review the information packages which would be sent out to target groups.

#### 4. **OTHER BUSINESS** N/A

##### **Next Meeting**

November 12, 1993 meeting

9:00 a.m.

15th Floor Committee Room

#### 5. **ADJOURNMENT**

The meeting adjourned at 11:15 a.m.

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary



**ATTACHMENTS  
FROM**

**OCTOBER 8, 1993  
TASK FORCE  
MEETING**





October 6, 1993

Dear Principal:

**One out of four individuals in Hamilton receives some form of social assistance** (Mike Pennock, Executive Director, Hamilton and District Social Planning and Research Council)

**Each month, 60,000 people receive food from Hamilton's six larger emergency food providers. Forty two percent of them are children** (Joanne Santucci, Executive Director, Greater Hamilton Food Share, July, 1993)

**Hungry children are 2 to 3 times more likely than children from non-hungry low income families to suffer from health problems like fatigue, irritability, headaches and inability to concentrate** (Food Research and Action Centre, 1991)

**The Regional School Child Nourishment Task Force needs your input.** This Task Force was formed by the Regional Municipality of Hamilton-Wentworth to determine how much hunger there is among school children and youth in Hamilton-Wentworth. Information from students, parents and school staff is necessary to be able to carry out this mandate. The Task Force will use this information to develop recommendations on the approaches that can be used by parents, school staff and others in the community to address problems identified.

As a leader in the education system, you set the tone for the school and are in touch with the school's community. We see you as a key informant who can help us with this needs assessment and assist us with making appropriate recommendations.

The attached questionnaire is designed to gain some insight into the kinds of initiatives already taking place in the Region. We expect it will take you about 15 minutes to complete.

Individual responses will be anonymous and the results of the questionnaire will be summarized without identifying schools. Please phone Anne Louise Heron, Public Health Nutritionist at 546-3520, or Ann Scott, Social Planning and Policy Development Officer at 546-4888, if you require more information.

Please send your response in the enclosed stamped envelope to the address below by **October 18, 1993**. We appreciate that your time is very valuable. Thank you for your participation.

Yours sincerely,

Dominic Agostino  
Chairman  
School Child Nourishment Task Force

Joanne Santucci  
Co-Chair  
School Child Nourishment Task Force

Attachment





# SCHOOL CHILD NOURISHMENT TASK FORCE NEEDS ASSESSMENT

In an effort to retain confidentiality, please identify your school only by the following information:

BOARD \_\_\_\_\_ POSTAL CODE \_\_\_\_\_ GRADES \_\_\_\_\_ ENROLLMENT \_\_\_\_\_

## 1. Lunchtime Routine

- At what time(s) are students allowed to eat at school? Please check all that apply.  
☐ Before School    ☐ a.m. Recess    ☐ Lunchtime    ☐ p.m. Recess    ☐ Other
- What percentage of students usually stay for lunch? \_\_\_\_\_ %
- Where do students eat their lunch? Please check all that apply.  
☐ Classroom    ☐ Gymnasium    ☐ Lunchroom    ☐ Other \_\_\_\_\_
- Who supervises students at lunchtime? Please check all that apply  
☐ Teachers    ☐ Parents    ☐ Lunchroom Supervisors    ☐ Other (please specify) \_\_\_\_\_
- How much time do students have to eat their lunch? \_\_\_\_\_ minutes
- Are students allowed to take food out on the playground?    ☐ Yes    ☐ No    ☐ Don't Know

## 2. Milk Availability

- Is milk available daily to students?    ☐ Yes    ☐ No    ☐ Don't Know
- If Yes, what type?    ☐ Skim    ☐ 2 %    ☐ Whole    ☐ Chocolate    ☐ Don't Know
- Does the school participate in the Ontario Milk Marketing Board milk program?  
☐ Yes    ☐ No    ☐ Don't Know
- If milk is unavailable, why? Please check all that apply  
☐ No refrigeration    ☐ No delivery    ☐ Spoilage  
☐ Not enough demand    ☐ Not enough time  
☐ Students bring their own    ☐ Students prefer juice/pop    ☐ No one to distribute  
☐ Never Tried    ☐ Other (please specify) \_\_\_\_\_

## 3. Availability of other Foods/Beverages

- Does your school have (check all that apply)    ☐ a Cafeteria    ☐ Vending Machines    ☐ a Tuck Shop
- If Yes, check the types of food / beverages sold  

<input type="checkbox"/> Fruit/Vegetable Juice	<input type="checkbox"/> Fruit drinks	<input type="checkbox"/> Soft drinks
<input type="checkbox"/> Hot chocolate	<input type="checkbox"/> Coffee/Tea	<input type="checkbox"/> Candy, chocolate bars, gum
<input type="checkbox"/> Potato chips, popcorn	<input type="checkbox"/> Ice cream, frozen novelties	<input type="checkbox"/> Pastries, cakes, cookies
<input type="checkbox"/> Nuts/Seeds	<input type="checkbox"/> Granola Bars	<input type="checkbox"/> Pizza
<input type="checkbox"/> Crackers & Cheese/Peanut Butter	<input type="checkbox"/> Sandwiches/Subs	<input type="checkbox"/> Hot dogs/Hamburgers
<input type="checkbox"/> Tacos/Nachos	<input type="checkbox"/> Other (please specify) _____	

#### 4. Opinion

- Food is available to hungry students in my school  
☐ Strongly agree   ☐ Agree   ☐ Undecided   ☐ Disagree   ☐ Strongly disagree
- Students are comfortable and willing to ask for food or to tell someone at my school that they are hungry  
☐ Strongly agree   ☐ Agree   ☐ Undecided   ☐ Disagree   ☐ Strongly disagree

#### Availability of Food - Ad Hoc and Planned Nourishment Programs

##### 5. Availability of Foods

- How often are the following foods available to hungry students (at no cost to the student)?

TYPE OF FOOD AVAILABLE	FREQUENCY			
	Less than once/week	once/week	2 - 4 times/week	5 or more times/week
Milk				
Yogurt				
Ice Cream / Frozen novelties				
Yogurt				
Crackers and Cheese/Peanut Butter				
Bread and Cheese / Peanut Butter				
Fresh Fruit				
Soup				
Muffins				
Cereal and milk				
Other (please specify)				

##### 6. Ad Hoc Availability

- Estimate the number of students given food on an ad hoc program basis (unplanned):

Daily: \_\_\_\_\_ Students   OR   Weekly: \_\_\_\_\_ Students

##### 7. Planned Nourishment Programs

*Definition: a planned initiative to have food available for students at little or no cost to them.*

- Does your school have a planned nourishment program?   ☐ Yes   ☐ No   ☐ Don't know
- If yes, at what time is food available to students? Check all that apply  
☐ Before school   ☐ Morning recess   ☐ Lunchtime   ☐ Afternoon recess   ☐ Other (please specify)
- Please give titles of people who are key to the establishment and/or maintenance of nourishment programs in your school.  
☐ Teachers   ☐ Parents   ☐ Lunchroom Supervisor   ☐ Other (please specify)



## 8. Nourishment Programs and Participants

- Indicate the Average Number of participants in programs per week.

PROGRAM	# of Participants
Breakfast	
a.m. Snack	
Lunch	
p.m. Snack	
Other (Please specify)	

## 9. Sources of Support for Nourishment Programs

- Please indicate (circle "Yes" or "No") the sources of Support by type.

SOURCES OF SUPPORT FOR NOURISHMENT PROGRAM(S)	Funds		Volunteers		Facilities Space/Equip		Food Donated	
Sales to Students	Yes	No	Yes	No	Yes	No	Yes	No
Fund Raising	Yes	No	Yes	No	Yes	No	Yes	No
Social Agencies	Yes	No	Yes	No	Yes	No	Yes	No
Teachers Federations	Yes	No	Yes	No	Yes	No	Yes	No
Board Funds	Yes	No	Yes	No	Yes	No	Yes	No
Churches/Community	Yes	No	Yes	No	Yes	No	Yes	No
Home & School / PTA	Yes	No	Yes	No	Yes	No	Yes	No
Corporate	Yes	No	Yes	No	Yes	No	Yes	No

- Other sources and types of support:

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- We are interested in any additional comments. Please use the reverse side of this sheet if additional space is required.

This completes the questionnaire.

Thank you for taking the time to complete it. We would like to remind you again that all answers are confidential. Please place the questionnaire in the enclosed prepaid return envelope and mail it today.





# *School Child Nourishment Task Force*

## Public Meetings

*DRAFT*  
*93.10.07*

Public meetings will be held to invite you input on the issues of:

- Extent of the Need
- Sources of Program Support - food, funding, facilities, people
- Program Design - principles, policies, overall structure

## Locations

Meetings will take place 9:00 to 11:30 am

**Stoney Creek**      **Friday, November 26, 1993**

Address  
address

**Dundas**      **Thursday, December 2, 1993**

Address  
address

**Hamilton**      **Friday, December 10, 1993**

Address  
address



## This Regional Task Force was formed to:

- Assess the need for and current availability of school nourishment programs;
- Make recommendations regarding school-based nourishment programs;
- Promote the development of healthy food and nutrition policies in school and community centres;
- Identify opportunities for funding partnerships with local businesses, farmers and community groups;
- Communicate the results of the work to Regional Council through the Health and Social Services Committee and to others.... do we want them listed ?





## REGION OF HAMILTON-WENTWORTH

### REGIONAL SCHOOL CHILD NOURISHMENT TASK FORCE

DATE: 1993 October 8

REPORT TO: Chairman and Members  
Regional School Child Nourishment Task Force

FROM: Funding Committee  
Jim Stirling, Chairman

SUBJECT: Interim Report

1. The Funding Committee has met several times since the Task Force met. One of the first tasks undertaken by this working group was to further refine it's mandate which now reads;

*To identify and research options and available sources of funding for sponsors wishing to implement a school child nourishment programme.*

This group wanted to clarify that it's tasks, at least at this point, do not include actual fundraising activities.

2. Members of this working group have started to compile an inventory of potential sources of funding, or in-kind resources. The aim is to organize this material in a way that may be more helpful than merely establishing a listing. For instance, the information gathered may include time lines of funders, what the funders look for in proposals, application process, etc.
3. The group will also be contacting other groups whose work in the area of school feeding programmes is more developed, at both a practical and policy level ie. the Coalition for Student Nutrition.
4. In discussions about funding other related issues have arisen. Two of those issues identified are public education and the interrelationships between funding and programme models. In view of this the funding committee recommends that;

- i) That the Task Force's role in raising the level of community awareness be determined.

The degree to which the community understands and accepts the fact that children and youth go to school hungry, and further, develop an intolerance for this continuing in this Region, will influence the level of success in securing stable and appropriate funding.

The pending community consultations will be a good start in widening the awareness of hunger among school children and youth. Where does the Task Force go from here? How do we most effectively raise the profile of this issue in the Region?

**ii) That the working groups come together to discuss related issues and how the work of one working group (ie. programme models) impacts on the work of another (ie. funding).**

The funding group would like to meet with the other working groups, individually, at least on a Chairperson-to-Chairperson basis to ensure that objectives are compatible or consistent with those of the other group.

Prepared by:

Ann Scott  
Social Planning Division  
Social Services Department



# *School Child Nourishment Task Force*

## **Needs Assessment Sub-Committee**

**October 7, 1993**

### **Minutes**

**Present:** Anne Louise Heron, Marian Avery, Lynne Dabols, Filomena Tassi, Donna Knight, Janet Hutton

**Regrets:** Judith Bishop

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Filomena Tassi nominated Lynne Dabols to be chair of the sub committee. Donna Knight seconded. Passed

**1.0 Approval of agenda**  
Approved as circulated

**2.0 Approval of Minutes**  
Minutes from the September 23, 1993 meeting were approved as circulated.

**3.0 Additions to the agenda**  
None

**4.0 Business arising from the minutes**

**4.1 Data compilation and questionnaires**

Paul Krueger, Health Analyst, has agreed to provide assistance to the needs assessment group in designing a data collection system and further data analysis.

Anne Louise agreed to investigate the possibility of having students assist with data entry.

**4.2 Invitation List for Public Information Sessions**

Discussed a "starting" list of people to include on the invitation list:

Hamilton Housing Authority

School Lunch Room Supervisors

Children's Programs

Teacher's Federations

CUPE / Caretakers

Immigrant Settlement Services

Directors of Education

Chairpersons of the Boards of Educations

Principals Associations

Educational Assistants

We discussed planning for Public Information Sessions:

Discussed what do we want to ask about need at these sessions; developing a "flyer" to assist in dispersing information. Flyer to include dates, locations, addresses, short paragraph about task force, and the discussion. Should be similar to advertisement, parameters of discussion. Anne Louise agreed to prepare a *rough* draft.

#### 4.3 Follow-up on Questionnaire Progress

- Approval was received from the City of Hamilton Board of Education to circulate the questionnaire to all school principals in their system.
- Wentworth and Separate school board questionnaires were sent starting October 4.
- Anne Louise will send a copy of the questionnaire covering letter with the minutes.
- Marian agreed to prepare school labels for questionnaire distribution to the City of Hamilton Board and deliver them to Mary Gallagher in the Regional Clerk's office; she will also include a covering letter from Betty Bond, Superintendent of Program to the school principals stating support for the Task Force work and encouraging a response.
- We will ask the Task Force to prepare a letter to the Separate school superintendents to encourage them to support their principals in completing the questionnaire. Anne Louise and Filomena to prepare draft letter for consideration by Task Force school board representatives to pass on to their Superintendents. (The intent is to have something trustees can use with key sources of support each system.)
- We discussed follow up methods if a poor response is received:
  - Hamilton board, Marian can send an electronic mail message.
  - Anne Louise has informed the Public health Nurses about the questionnaire distribution and has asked them to encourage principals to respond.
  - May need a "phone around" if response is not forthcoming. With over 200 schools, this may require support.

#### 4.4 Confirmation of dates for data compilation tasks:

Friday November 5, 8:30 to receive training on Systat. Location Department of Public Health 4th Floor.

Saturday, November 6, 10:30. Begin data entry. Locations to be announced.

#### 5.0 New Business

none



URBAN/MUNICIPAL

CA30NHW H33

A35

**1993 REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

**A G E N D A**

**DATE:** Friday, December 10, 1993  
**TIME:** 9:00 o'clock a.m.  
**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

URBAN A

7 1993

GOVERNMENT DOCUMENTS

- 
1. **DECLARATION OF INTEREST**
  2. **APPROVAL OF MINUTES OF THE NOVEMBER 12, 1993 MEETING OF THE  
SCHOOL CHILD NOURISHMENT TASK FORCE**  
  
**Recommendation:**  
Be received and adopted as presented.
  3. **REVIEW OF TIMELINES**
  4. **PUBLIC EDUCATION/CONSULTATION**
  5. **UPDATE ON NEEDS ASSESSMENT SURVEY**
  6. **ADJOURNMENT**





## MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE

The School Child Nourishment Task Force met on Friday, November 12, 1993 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

Present: Vice-Chairman J. Santucci  
J. Bishop, K. D'Andrade, J. Hutton, F. Tassi, J. Duncan, L. Dabols, D. Knight, A. Scott, A.L. Heron, M. Gallagher

Absent with Regrets: Councillor D. Agostino, C. Sparling, K. McInnes, M. Pennock, J. Stirling, T. Atterton, J. Sykes

The Vice-Chairman assumed the Chair and asked for any deletions or additions to the Agenda. There were None.

### 1. DECLARATION OF INTEREST

The Committee Secretary provided a brief overview of the Conflict of Interest Guideline for Citizen Members.

The Vice-Chairman asked if there were any Declarations of Interest. There were no Declarations made.

### 2. APPROVAL OF MINUTES OF THE OCTOBER 8, 1993 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE.

(D'Andrade/Dabols)

Be received and adopted as presented.

**CARRIED.**

Note: Add Regrets from Ann Scott to October 8/93 Minutes.

### 3. UPDATE REPORTS FROM WORKING GROUPS

#### i) Needs Assessment Working Group

Lynne Dabols advised that 85 Needs Assessment Surveys have been received to date, and follow up calls will be made to those schools who have not submitted their surveys after the deadline.

The Needs Assessment Working Group has commenced inputting data from the surveys received. The Surveys are providing a Principal's perspective on the issue. It is evident that there is a need to gather information from other groups/organizations to get an overall balanced perspective.

## ii) Program Models

Judith Bishop provided an overview of the Minutes of the November 11, 1993 Program Models Working Group meeting (attached).

The Task Force addressed various issues/concerns:

- o Stress the importance in the amount of time that children have to eat their lunch. This varies between schools and depends on the program. It is hoped that once the Needs Assessment Questionnaires have returned and have been reviewed that a possible recommendation can be brought forward to assist in addressing this issue.
- o Importance placed on value of the social issues/elements which surround eating.
- o Importance of a proper eating environment
- o Diabetic child - sensitivity - child not to be centred out. How does the child cope with diabetes when there is only a short time to eat lunch.
- o How will the Provincial Legislation on Child Care Reform affect Nutrition in general. (i.e. Different levels for children in Day Care Centres)
- o Realization and recognition that there are different needs for different areas of the Community. One program may not be sufficient for other areas.
- o cooperation at school level is critical. Include people who will be carrying out the programs.
- o Policy which the Task Force will develop needs to be broad and encompassing
- o Conduct a comparison between programs managed by the Health Unit and compare them to programs/projects in the United States.

## 4. REVIEW OF STAFF BRIEF

Comments from the Task Force on the brief included the following:

- o First page - could be developed into a Point Form format
- o Include local statistics and how are the statistics impacted?



- o Question/Answer format
- o Provide facts to draw a reaction

(Tassi/Bishop)

- a) That staff be directed to prepare an interim/progress report for the Task Force's consideration;
- b) That the interim report be forwarded to the Health and Social Services Committee for their information.

**CARRIED.**

Note: **Interim Report to include the following: Timeline (when the Task Force started; Work Accomplished to date/principles; Future Direction**

### **Fact Sheet**

- o Outline the problem
- o Include local statistics - impact on kids and compare with Province/Country
- o References to be included (i.e. Canadian Association on Food Banks and the Provincial Nutritional Task Force)

### **"Tool Kit"**

Use Overhead/have corresponding "cheat sheet"

### **Attendance at Task Force Meeting**

The Task Force discussed their concerns with respect to the lack of attendance at the Task Force Meetings. As the work of the Task Force is nearing completion (in 6 months), it becomes imperative that ALL members of the Task Force are present for the respective meetings.

It was directed that a letter be forwarded (separate mailing to the Agenda) by the Task Force Chairman to those members who have been absent from frequent meetings and request a reconfirmation of their interest and encourage members to attend the remainder of the Task Force meetings.

On motion (Duncan/Knight) the Committee adjourned at 11:30 a.m.

\_\_\_\_\_  
Vice Chairman

\_\_\_\_\_  
Secretary





**REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

**A G E N D A**

**DATE:** Friday, May 13, 1994

**TIME:** 9:00 o'clock a.m.

**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

- 
1. **DECLARATION OF INTEREST**
  2. **APPROVAL OF MINUTES OF THE APRIL 15, 1994 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**  
**Recommendation:**  
Be received and adopted as presented.
  3. **UPDATE ON HEALTH AND SOCIAL SERVICES COMMITTEE MEETING OF APRIL 26, 1994 RESPECTING INTERIM REPORT**
  4. **UPDATE FROM WORKING GROUPS**
    - a) Minutes of the April 20, 1994 meeting of the Funding Committee
    - b) Needs Assessment and Program Models
  5. **FOR THE INFORMATION OF COMMITTEE**
    - a) Nutriaction '94 Second Annual Conference, FoodShare of Metro Toronto
    - b) Meeting dates for remainder of year
  6. **ADJOURNMENT**





2.

## MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE

The School Child Nourishment Task Force met on Friday, April 14, 1994 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

**Present:** J. Bishop, K. d'Andrade, L. Dabols, D. Knight, K. Hudspith, J. Stirling, K. McInnes, F. Tassi, M. Pennock, J. Duncan, A.L. Heron, A. Scott, M. Gallagher

**Absent:** Councillor D. Agostino, J. Santucci, J. Hutton, C. Sparling, J. Sykes, T. Atterton

Judith Bishop assumed the Chair.

**1. DECLARATION OF INTEREST**  
None

**2. APPROVAL OF MINUTES OF THE FEBRUARY 11, 1994 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE (Stirling/Duncan)**  
Be received and adopted as presented.

CARRIED.

**3. REVIEW AND APPROVAL OF TIME LINES**

(Pennock/Dabols)

That the following Time Lines be approved:

June 10, 1994	Final Reports from Working Groups (Regular Task Force meeting)
July 15, 1994	Review Draft of Final Report (Regular Task Force meeting)
August, 1994	Staff to make any necessary changes to Final Report

September 9, 1994

Adoption of Final Report (Regular Task Force meeting)

September 27, 1994

Presentation of Final Report to Health and Social Services Committee

October 4, 1994

Regional Council - Final Approval

**CARRIED.**

**(Stirling/Dabols)**

That a working committee be established consisting of one representative from each working group to a maximum of 5 members to assist staff in the preparation of the Final Report.

**CARRIED.**

#### **4. PUBLIC CONSULTATION**

Deleted from the Agenda.

#### **5. APPROVAL OF INTERIM REPORT**

**(Pennock/Stirling)**

That the School Child Nourishment Task Force Interim Report be approved and forwarded to the Health and Social Services Committee for information.

**CARRIED.**

#### **6. INFORMATION PAMPHLET**

It was suggested that the word "for input" be deleted and replaced with the words "for more information".

Change wording of "Representatives from" to "Members of the Task Force"



(Dabols/Knight)

That the Information Pamphlet be approved and circulated to the appropriate parties. **CARRIED AS AMENDED.**

Appreciation was extended to those who worked on the Information Pamphlet.

## **7. UPDATES FROM WORKING GROUPS**

### **Needs Assessment - Lynne Dabols**

Lynne provided an overview of the work to date of the Needs Assessment working group.

### **Funding - J. Stirling**

Jim advised that the working group is continuing to work on manual for accessing resources to assist in developing programs. (i.e. writing proposals etc.)

## **8. INVITATION TO TARGET GROUPS**

Deleted from Agenda

## **9. ADJOURNMENT**

The meeting adjourned at 10:00 a.m.

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Acting Chairman

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Secretary





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REGIONAL SCHOOL CHILD NOURISHMENT  
TASK FORCE  
FUNDING COMMITTEE

MINUTES

The Funding Committee met on Wednesday, April 20, 1994, 5:30 p.m., at the Foodshare Offices.

Present: Jim Stirling (Chairperson), Lynne Holland, Joanne Santucci, Ann Scott

Absent with Regrets: Tom Atterton

1. *INTERIM TASK FORCE REPORT TO HEALTH AND SOCIAL SERVICES COMMITTEE (Tues. Apr. 26 at 1:30 p.m.)*

Joanne will contact Mary Gallagher about her availability for that presentation. Be prepared to give a very brief summary of the funding committee's progress.

2. *NEEDS ASSESSMENT/MODEL DESIGN COMMITTEE*

Members unable to attend the April 29th meeting of this Committee. Ann will attempt to get whatever is available in terms of the needs assessment data. Jim will also contact the chairpersons of these Committees, Lynne and Mike.

What information gathered through the needs assessment and exploration of models impact on funding? Where is our starting point, i.e., are we assuming a "needs assessment" has been completed? Will the needs assessment and model design committees be incorporating a how-to component in their work?

3. *CHAS BOECKER'S PRESENTATION TO THE TASK FORCE, PUBLIC CONSULTATION*

Discussion of the Roxborough School program and the elements relevant to funding issues. For example, informal networks, involvement of small farmers, availability of space, need for volunteers, goal of self-sufficiency, seeking parental contributions, parents as resources in the program. etc. Jim will contact Mr. Boecker for further discussion and exploration of funding issues, and his availability as on-going resource person.

Lynne was able to contribute more information about the beginnings of the program, how the need came to be identified, and the issues faced by the school before the program was developed.

4. *PROGRESS OF FUNDING REPORT*

The Committee has gathered a great amount of information about funding nourishment programs. The second draft will include a complete outline of the structure of the report.

5. *NEXT*

The following meetings have been scheduled:

Monday, May 2, 9:30 a.m. at Foodshare (2289 Barton St. E., Unit 1)

Friday, May 13, 11:00 a.m. (or immediately after the Task Force meeting), 119 King St. W., 15th Floor)

Tuesday, May 24, 9:30 a.m., at Foodshare

Friday, June 3, 9:30 a.m., at Foodshare





THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

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Department of Social Services  
119 King Street West, 12th & 13th floor  
Hamilton, Ontario

Tel. (416) 546-4800  
Fax (416) 577-0115 (12th Fl.)  
Fax (416) 577-1152 (13th Fl.)  
TDD (416) 522-1787

Mailing Address:  
P.O. Box 910, Hamilton, Ontario  
L8N 3V9

April 29, 1994

Councillor Agostino  
Chairman  
Health and Social Services Committee  
71 Main St., West  
Alderman's Offices  
Hamilton

Councillor Agostino,

Please find enclosed copies of all of the written submissions received to date. As they did a good job of speaking for themselves, and there are only a handful, I thought it worthwhile to you to view yourself. Unless we get a last minute deluge I would recommend making them available to the Task Force members as a whole.

Also attached are copies of a very relevant and timely workshop being offered in Toronto. I would not be able to attend that day - could we send two or three delegates from the Task Force? It looks like a great learning opportunity and may be a way of connecting with a more developed system. Although there is a lot of interest in the Hamilton area the efforts are, for the most part, isolated to individual schools or centres and not well connected to each other. We could be learning much from each other *and* strengthen local networking.

I have let Mary know I am sending these over and suggested they be considered for the May meeting agenda.

Sincerely,

Ann Scott  
Social Planning Division  
546-4888

cc. ✓ Mary Gallagher  
Anne Louise Heron  
Joanne Santucci





# NUTRIACTION '94

Second Annual Conference

sponsored by FoodShare Metro Toronto

## Establishing and Expanding Student Nutrition Programmes

A conference for parents, teachers, school administrators, health professionals and students interested in improving student access to, and knowledge of affordable, nutritious food

Thursday, June 2, 1994

9 a.m. - 5 p.m.



The Toronto Board of Education Auditorium  
155 College Street, 6th floor

### NutriAction '94 Conference Agenda

- 9.00 Registration and Coffee  
9.30 **Plenary:** Successful New Programmes from the Past Year  
- four case studies of a Lunch, a Breakfast, a Snack Programme and a Community Student Nutrition Round Table
- 10.30-12.00 Morning Workshops (see below)
- 12.00-1.30 Picnic Lunch at Queen's Park and Presentation of New Provincial Proposal for Implementation of Student Nutrition Programmes  
(Lunch will be prepared by cooks from our many wonderful local programmes)
- 1.30-2.30 **Keynote Address:** Lynn McIntyre MD, MHSc, FRCPC  
Faculty of Health Professions, Dalhousie University  
Author of "School-Based Feeding Programmes: A Summary of the Literature"  
"Lessons from Child Nutrition Programmes Across Canada"
- 2.30-4.00 Afternoon Workshops (see below)
- 4.00-5.00 Wrap Up - What do Programmes Need in 1994?  
From Each Other? From Governments? Where Do We Go From Here?

Check which workshop you want to attend - pick one morning and one afternoon workshop.

#### Morning Workshops

- ☐ 1 Delicious, Nutritious Meal Planning and Preparation  
☐ 2 Financing Programmes - parental contribution, government and community funds  
☐ 3 An Introduction to Child Nutrition  
☐ 4 Waste Reduction and Environmental Benefits of Programmes  
☐ 5 The Daycare Connection - using Daycare staff and facilities to develop new programmes

#### Afternoon Workshops

- ☐ 6 Attracting Students  
☐ 7 Financing Programmes - a Case Study of One Fund, the Toronto Joint Food Committee.  
☐ 8 Political Action to Achieve Stable Funding for Programmes  
☐ 9 Mobilizing the Whole School Community - the role of principals, teachers and parents  
☐ 10 Pepsi Privatization and High School Lunch Rooms - How can we establish nutritious High School Programmes?





FoodShare Metro Toronto  
238 Queen Street West  
Lower Level  
Toronto, Ontario  
M5V 1Z7

Dear Friend,

April 14, 1994

The positive feedback from participants in last year's NutriAction Conference on student nutrition leads us to organize another conference for Thursday, June 2, 1994. New breakfast, snack and lunch nutrition programmes are being started across Metro, supported by the successful efforts of parents, teachers, school administrators and community members who are creatively accessing money and space even in these tough times. And, there is growing awareness throughout society of the health and educational benefits of student nutrition programs.

With NutriAction II we hope to offer those already involved in school nutrition programmes the opportunity to share their experiences and to learn from others. For those interested in organizing programmes in their community, we hope that NutriAction II will provide a chance to network with others and begin to explore funding, menu planning and logistical options.

In the absence of provincial funding for this year's conference, NutriAction II will be somewhat scaled down; we will not be able to offer travel subsidies to people outside of Metro. Nevertheless, participants from elsewhere in the province are encouraged to attend, if it is feasible. We will try to find you accommodation at someone's house. Daycare will be available the day of the conference but we need to know the number of children attending before May 16th.

Please note this year's workshop selection—we have added some new topics on the environmental benefits of school nutrition programmes utilizing daycare staff and facilities, organizing high school programmes and strategies for political action. Other highlights of the conference will include an address from Halifax author and professor Lynn McIntyre and a picnic at Queen's Park, where we will eat delicious food cooked by local nutrition programme cooks and present MPPs with a new proposal for the implementation of province-wide student nutrition programmes.

If you are interested in attending, please fill out both sides of the form below and mail them to us as soon as possible. It is crucial that we receive this information soon (by May 16, 1994, please) so that we can successfully organize. Please post the other side of this page in your workplace or pass on the information to others who you think might be interested. We have included extra forms for registration purposes. If you would like to be a workshop presenter or recorder please let us know that as well on the registration form or by calling me.

As many of you have heard, Fiona Knight, Coordinator of the Student Nutrition Coalition, recently resigned. We all miss her great energy and commitment and thank her for her very important contribution to student nutrition.

We hope to see you at NutriAction II.

*Debbie Field*  
Debbie Field  
FoodShare Executive Director

#### Conference Registration Form

Please take a moment and fill this in today.

To organize the workshops we need to receive this registration form by May 16, 1994.

NutriAction 1994 Thursday June 2, 1994, 9 - 5. Toronto Board of Education Auditorium, 155 College Street

Name \_\_\_\_\_  
Address \_\_\_\_\_

School or organisation affiliate (if appropriate) \_\_\_\_\_ Phone \_\_\_\_\_ Fax \_\_\_\_\_

If you would like to be a workshop presenter or recorder please check here \_\_\_\_\_

and specify which workshop you would like to be involved in \_\_\_\_\_

I'm coming from out-of-town and am interested in a billet \_\_\_\_\_

I need child care for the day. (In order to organize child care, we need to hear from you by May 16th.) \_\_\_\_\_

Conference fee \$10 (Subsidies available, if necessary) Please make cheques payable to FoodShare

Mail or fax to: FoodShare Metro Toronto, 238 Queen Street West, Lower Level, Toronto, Ont. M5V 1Z7  
FAX: 302-6650 Phone: Debbie Field (416) 302-1628

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MEETING DATES FOR  
REMAINDER OF YEAR

SCHOOL CHILD NOURISHMENT TASK FORCE

JUNE 10, 1994  
JULY 15, 1994  
AUGUST 12, 1994  
SEPTEMBER 9, 1994





**REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH  
SCHOOL CHILD NOURISHMENT TASK FORCE**

**A G E N D A**

**DATE:** Friday, June 10, 1994

**TIME:** 9:00 o'clock a.m.

**PLACE:** 15th Floor Committee Room  
119 King Street West, Hamilton

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1. **DECLARATION OF INTEREST**
2. **APPROVAL OF MINUTES OF THE May 13, 1994 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**  
**Recommendation:**  
Be received and adopted as presented.
3. **WORKING GROUP REPORTS**  
  
**For the consideration of the Task Force**
4. **ADJOURNMENT**



## **MINUTES OF THE SCHOOL CHILD NOURISHMENT TASK FORCE**

The School Child Nourishment Task Force met on Friday, May 13, 1994 at 9:00 a.m., 15th Floor Committee Room, Regional Offices.

Present: Co-Chairman J. Santucci  
J. Bishop, K. Hudspith, J. Stirling, L. Dabols, D. Knight, J. Hutton, K. McInnes, A.L. Heron, A. Scott, M. Gallagher

Absent with Regrets: Councillor D. Agostino, M. Pennock, J. Duncan, F. Tassi, T. Atterton, C. Sparling, J. Sykes

Also Present: Lynn Holland

### **1. DECLARATION OF INTEREST**

None declared.

### **2. APPROVAL OF MINUTES OF THE APRIL 15, 1994 MEETING OF THE SCHOOL CHILD NOURISHMENT TASK FORCE (Bishop/Dabols)**

That the Minutes of the April 15, 1994 meeting of the School Child Nourishment Task Force be approved. CARRIED.

### **3. UPDATE ON HEALTH AND SOCIAL SERVICES COMMITTEE MEETING OF APRIL 26, 1994 RESPECTING INTERIM REPORT**

Joanne Santucci provided an update on the approval of the Interim Report by the Health and Social Services Committee. Joanne also mentioned that Councillor Agostino brought the Committee up to date on the work being conducted by Roxborough Park with respect to their program.

The Task Force also reconfirmed the Time Frames for the Final Report.

The July 15th and August 12th Task Force meetings will be cancelled.

The Working Committee will commence meeting immediately after the June 10th meeting and their work will be ongoing until the final report is prepared and submitted.

The Working Committee consists of: Joanne Santucci, Lynne Dabols, Jim Stirling, J. Bishop and staff.



4. UPDATE FROM WORKING GROUPS

a) Minutes of the April 20, 1994 meeting of the Funding Committee

Jim Stirling provided an overview of the Funding Committee minutes as circulated.

The committee is in the process of collecting information for securing funding resources.

Jim has met with the Principal of Roxborough Park School and Lynne Holland has met with staff at the Church of the Ascension.

The Committee is exploring the issue of funding - "in-kind" and networking with other programs presently in operation (i.e. approaching church groups, various foundations etc)

Anne Louise advised that an evaluation for Hamilton Foundation will be made available on the programs in Stinson, Roxborough and Church of the Ascension.

The Committee is exploring the idea of compiling a "How To" Handbook which would be easily accessible to those thinking about starting a program.

b) Update from Needs Assessment and Program Models

The preliminary summary of the Needs Assessment was circulated to members and Lynne Dabols provided an overview of the information. The Preliminary Summary addressed responses from students, parent groups, food bank clients, food bank staff, social workers, teachers, lunchroom supervisors and school principals.

It was interesting to note how the response differed between students vs. School Principals, Teachers and Lunchroom Supervisors when responding to the question: **"Do you think students are comfortable and willing to ask for food or to tell someone at school they are hungry?"**

Students answering this question disagreed with the question while the Principals, teachers and supervisors agreed with this question.

**5) For the information of the Committee**

**a) Nutriaaction '94 Second Annual Conference, FoodShare of Metro Toronto**

The Conference will be attended by Donna Knight, Lynne Holland and one other person from the Models Committee.

**b) Meeting dates for remainder of the year**

July and August meetings have been cancelled.

**Other Business**

**1. Pamphlet**

The Pamphlet has been revised and 500 copies have been run. If you require copies of the Pamphlet, please contact Mary Gallagher.

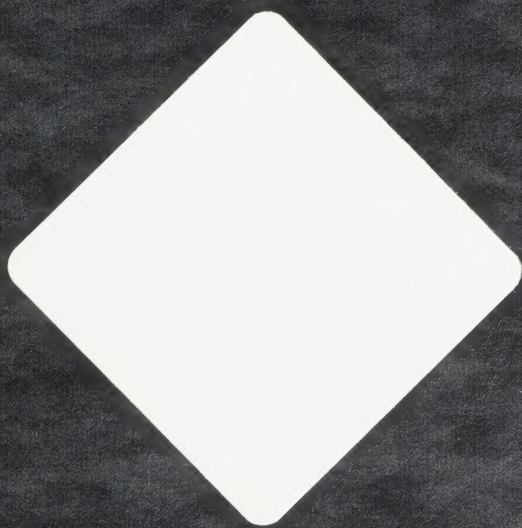
The meeting adjourned at 11:00 a.m.

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary









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